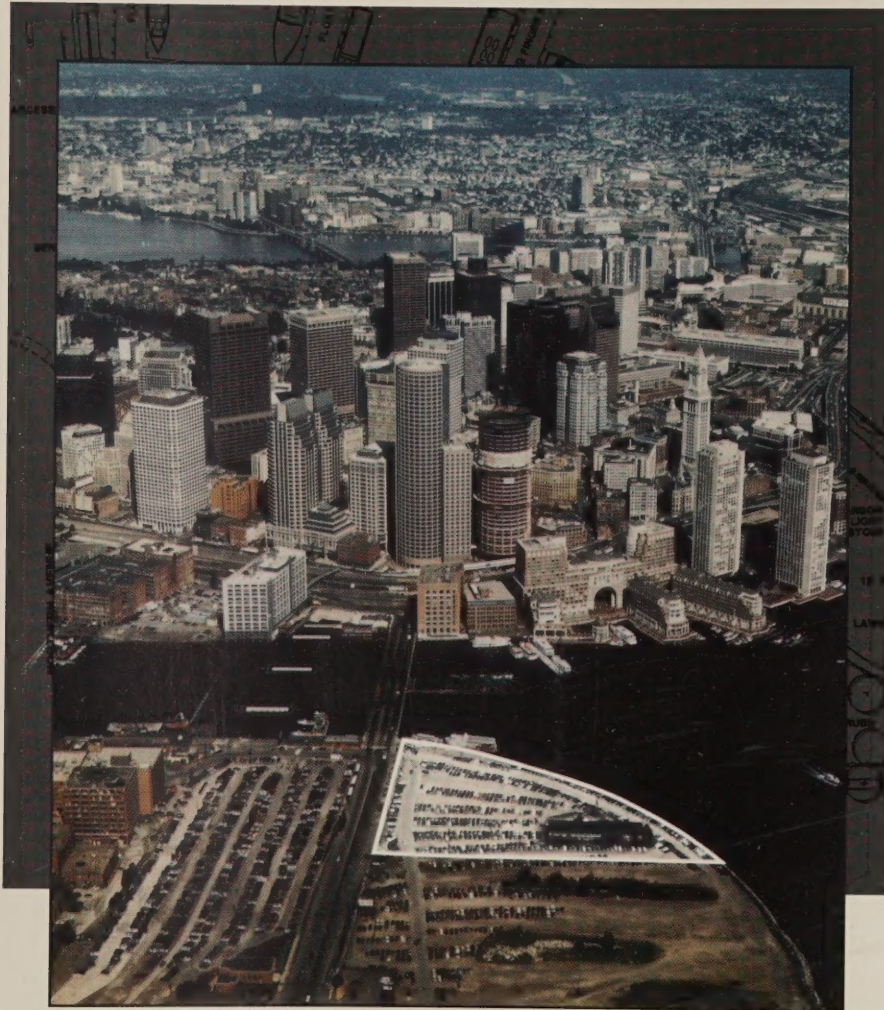


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Final Recommendations of the Federal Courthouse Special Task Force

Fort Point Channel Citizens Advisory Committee



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Commissioner, Parks and
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City of Boston

Thomas J. Butler,
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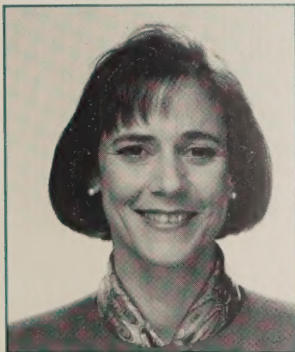
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Interior Use Committee

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Water-Dependent Use Committee

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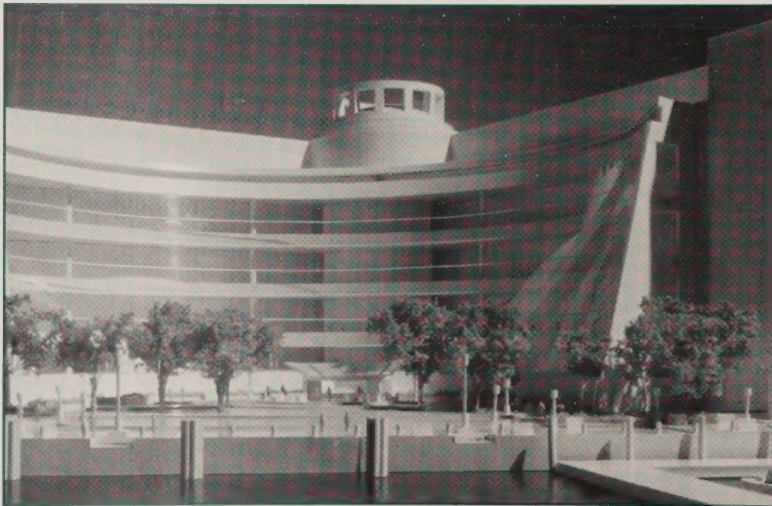
Many additional people participated in the open and dynamic discussion which led to the development of these recommendations. Their contribution of time and expertise is recognized in the acknowledgments.

***Final Recommendations
of the Federal Courthouse
Special Task Force***

PUBLIC REALM OPPORTUNITIES

*Open Space, Water-Dependent Uses And Interior
Public Spaces*

June 1993



Fort Point Channel Citizens Advisory Committee

*Raymond L. Flynn
Mayor
City of Boston, Massachusetts*

*William F. Weld
Governor
Commonwealth of Massachusetts*

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EXECUTIVE SUMMARY

Earliest visitors to the colonial port of Boston were struck by the city's natural landmarks, its several hills and headlands. Fort Point takes its name from one of these hills, the site of the earliest colonial fortification (1632). Soon the premier location in this area, now known as Fan Pier, will be the site of the new Federal Courthouse.

After nearly twenty years of discussion, the new Federal Courthouse Project is the first substantial construction to be developed. Even before the first shovel of earth has been turned for the courthouse, the \$225 million project has spawned renewed interest in the Fort Point Channel area, giving rise to proposals for significant additional investments in mass transit and spinoff commercial developments. Together with continued growth at the World Trade Center, activity by Massport and a viable operation at Marine Industrial Park, the area will provide the city an economic engine into the next century.

During construction, the Federal Courthouse is expected to cause an additional \$40 million in multiplier spending as area businesses and overall retail spending gets a much needed boost from construction payrolls. Even as the nation continues to crawl through a lingering recession, construction related investment in the Federal Courthouse project will create 1,500 construction jobs and as many as 1,000 permanent jobs in the Fan Pier area.

In addition to its economic contribution, the Federal Courthouse provides many opportunities for a rich and accessible public realm. To assure that these areas of public accommodation be developed to their maximum potential, and reflect the wants and needs of Boston and its many communities, a special task force of the Fort Point Channel Citizens Advisory Committee was formed, to assure an inclusive public planning process. A set agenda focused the Special Task Force's deliberations on recommending improvements to the public realm, including outdoor open spaces and streetscapes, interior non-court public areas, water-dependent uses and access to and from the Fan Pier site

In fact, the Task Force expanded the vision. It suggests themes and principles which serve as a foundation for creating an enhanced public realm. To ensure that these are realized, it seeks architectural design changes, new park and pier configurations and stronger links to surrounding areas. A concept to manage the proposed public realm is also outlined.

Task Force membership was drawn from the Fort Point Channel Citizens Advisory Committee and includes members of the South Boston community, harbor advocates, abutters, design professionals, city and state officials and members of Boston's business community.

Recommendations contained in this book fall into categories the objectives of which can be described broadly as follows:

Contextual Opportunities. The Task Force sought to ensure enhancement and maintenance of public spaces along the waterfront of the Fort Point district, to encourage appropriate economic development and to promote an active and involving harbor's edge, cultural uses, water transit, and amenities for the local community.

Public Open Space. The recommendations of the Park Design Sub-Committee are intended to provide a set of programmatic and design guidelines to inform and generate the landscaping, architecture and public art-related specifics of the final design.

Water Dependent Uses. This Sub-Committee recommends a variety of uses which address the need for transient public dockage, proposes dedicated uses which add new kinds of activities to the waterfront and programs water's edge functions that complement the open space and interior public spaces of the Courthouse.

Interior Public Spaces. Working with floor plans and predetermined building configurations, the Interior Uses Sub-Committee focused on developing a mix programmatic uses which would generate a lively environment accessible and inviting to the public. Commensurate with this concept is an effort to identify the key elements of a management structure to administer the matrix of proposed non-court spaces and activities.

These recommendations form the first phase of a process which will lead to the fully envisioned Courthouse project. As was anticipated, additional funding for the project and the public improvements which support it, will be necessary. These incremental project costs as well as contextual planning costs are outlined at the back of the book.

Many people helped the Special Task Force develop these recommendations, drawn from the South Boston community, harbor advocates, open space activists, abutters, design professionals, paid and pro bono consultants, members of Boston's business community and city and state officials. This group worked closely with the Federal Court Judges and the General Services Administration to ensure that the end product represented a consensus document.

Rarely have federal, state, and city groups worked so closely together. The intense and creative process to reach agreement on these recommendations resulted in the formation of a strong and dedicated coalition. With the vision clear and the coalition formed, after 20 years of planning, Boston can anticipate a new and exciting Fort Point Channel around the new Federal Courthouse.

INTRODUCTION

In selecting the Fan Pier as the site of the new U.S. Federal Courthouse, the Federal Government has chosen a site of deep significance to the people of Boston and to all citizens of the Commonwealth.

The Fan Pier at the entrance to Fort Point Channel, offering at once, spectacular views of the high rises of downtown and ships passing in the inner harbor, also plays a pivotal role in the emerging build out of the Fort Point District. The Fan Pier presents unique opportunities to promote the enjoyment of Boston Harbor. The site has always been regarded as a potentially exceptional public asset, deserving of the careful attention that all projects proposed to be located there have received.

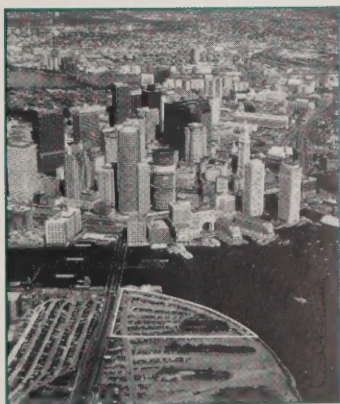
With the recommendations included in this document the Federal Courthouse Special Task Force is fulfilling its commitment to make recommendations which will improve the public realm portions of this building and its site. Many hours of work and thoughtful consideration have gone into these recommendations, almost all donated by individuals and professionals whose overriding goal was to ensure that the new Federal Courthouse will be built in a manner that enhances both the public use of the site and Boston's long standing tradition of a rich and well defined public realm.

The Record of Decision and the Mandate of the Task Force

The Federal Courthouse Special Task Force was convened in February, 1993 in accordance with the stipulations of the Record of Decision agreed to by the General Services Administration (GSA) in November of 1992. Among the items agreed to in the Record of Decision is not only the description of the authority, composition and general agenda of the Task Force but also a set of objectives and parameters within which the Task Force would focus its deliberations. As such, the scope of the Final Recommendations included in this document is defined by the broad framework of these parameters and objectives and should be interpreted in that context.

As outlined in the Record of Decision, the Task Force will elaborate and make their recommendations to the Co-Chairs (Secretary of Environmental Affairs and Chairperson of the Fort Point Channel Citizens Advisory Committee) who will in turn deliberate and make final recommendations to the GSA and the Courts. According to the Record of Decision, the "...GSA will be implementing measures outlined in the FEIS and associated documents..." and in implementing these measures "...will be guided by the design and programming recommendations initiated by the Task Force."

The legal origin of the Record of Decision itself goes back to extensive discussions between federal and state governments. Both the GSA and the state agency with responsibility for the project — the Office of Coastal Zone Management (CZM), within the Executive Office of Environmental Affairs — fully recognized the need for careful project planning, especially in relation to the building spaces and outdoor facilities for general public use that collectively have come to be known as the "public realm." In fact, this recognition was legally codified in the Final Environmental



View of Fan Pier

Objectives of the Task Force

1. To Design a Waterfront Park of Landmark Caliber.
2. To Successfully Integrate the Major Waterfront Park with the Courthouse Building and the Surrounding Pedestrian/Open Space Network.
3. To ensure that Wind, Shadow and other Conditions of the Ground Level Environment will be Conducive to Public Use and Enjoyment of the Park and to Vessel-Related Activity Along the Shoreline.
4. To increase the Destination Value of the Courthouse Interior by Improving the Program for Facilities of Public Accommodation.
5. To Establish an Effective Long-Range Plan of All Exterior and Interior Public Facilities.
6. To Provide at least One Major Facility for Water-Based Passenger Transportation on or near the Courthouse site.
7. To Develop a Program for Multiple Water-Dependent Use of the Courthouse Shoreline which Accommodates other Vessel-Related Activity, as Feasible and Appropriate.
8. To Prevent Unauthorized Encroachment on a Waterway.

Impact Statement (FEIS) and in three associated legal documents, which the GSA incorporated directly into its formal Record of Decision and which served as the basis of the CZM review and approval process. These associated documents are:

1. New Federal Courthouse Project Parameters and Description of Advisory Task Force.
2. Agreements for Continuation of Existing Excursion Service at New Federal Courthouse Site.
3. Public Benefit Commitments of General Services Administration New Federal Courthouse Project.

Taken together, these materials set forth a clear commitment on the part of the GSA to implement a series of measures to enhance exterior open spaces, interior facilities of public accommodation, water-dependent use along the shoreline, and public access to and from the site.

As mentioned above, in a precedent-setting step to ensure fulfillment of this commitment, the GSA agreed to the establishment of an Advisory Task Force under the joint leadership of the state Secretary of Environmental Affairs and the chairperson of the city's Fort Point Channel Citizens Advisory Committee.

The composition of the Task Force was prescribed to include, in addition to state officials from CZM and the Department of Environmental Protection (DEP), broad representation of the South Boston and Fort Point Channel communities, harbor and open space activists, neighbors, design professionals, city officials, and members of the business and legal communities.

The co-chairs were afforded the discretion to determine the initial slate of members for the Task Force, as well as to appoint additional members from time to time as circumstances may warrant.

The principle goals of the Task Force were stated as twofold: to achieve consensus on a set of design and programming recommendations that address each of the four basic areas of public realm enhancement described above; and to develop a strategy by which the necessary funding for such enhancements will be obtained. The Record of Decision also stipulates that the recommendations of the Task Force must be developed in accordance with a set of specific objectives.

Public Process Followed by the Task Force

In attempting to crystallize an organizational structure for the Task Force, it became clear that many of the constituencies needed for the committee were included in the membership of the Fort Point Channel Citizens Advisory Committee (FPCAC). Furthermore, with more than seven years of history with the Fan Pier site and more than a year of review of the original Courthouse proposal, the FPCAC was uniquely familiar with the planning challenges and opportunities in this part of the city. It offered a standing organizational structure that had already proven to be effective in managing complex planning and development review processes. Thus, the FPCAC was approached by the project proponents to oversee the public process for the Federal Courthouse in conjunction with the Mayor's office, the Secretary of Environmental Affairs and representatives of state CZM and DEP, and to jointly establish a special task force for that purpose. The resulting Federal Courthouse Special Task Force had a membership extending beyond that of the FPCAC.

Since its first meeting in February, 1993, the Federal Courthouse Special Task Force launched into an extensive public process to develop its recommendations. Given the complexity and magnitude of the tasks given to it and the short time frame available to accomplish them, the Co-Chairpersons established sub-committees to focus on the following areas:

Park Design

Water-Dependent Uses

Interior Public Uses

Each of these sub-committees met weekly beginning in February in accordance with a phased schedule, interspersed with full Task Force meetings, to develop the final recommendations.

The recommendations detailed in this document, the product of these meetings, establish guiding themes and conceptual design principles which serve as the basis for creating a public realm which is a significant enhancement of the design and program that was received by the committee at its initiation. Despite the constraints imposed by tight site conditions and a more or less pre-determined building design, the Task Force recommends new public uses for both interior and exterior spaces to set the stage for what will be an easily accessible and integrated public realm.

To ensure that conceptual design ideas and new programmatic requirements are in fact realized, the recommendations also ask for design changes which include key architectural elements in addition to new park and pier configurations. A number of the enhancements suggested by the Task Force during its deliberations have already been integrated. In the same vein, a strategy to manage the proposed public realm has also been outlined. As an important component of its mandate, the Task Force establishes guidelines which would provide linkages to, as well as encourage the appropriate development of, areas contiguous to the courthouse site. The Greater Boston Chamber of Commerce has been an active voice in developing the last mentioned aspect of the recommendations.

The organizations listed at the beginning and end of this report suggests the diversity and depth of the public process that has been followed by the Task Force. Representatives of these organizations and community groups have ensured that their concerns have been addressed during discussions.

Critical to the day to day progress of these sub-committees has been the close support provided by the representatives of the courts and the GSA and the design consultants dedicated to the project by the GSA who have worked hand-in-hand with the committees to develop these recommendations. This process has been further facilitated through inter-action with and support from staff from city and state agencies to enable the recommendations to be made within the context of public sector policy and regulatory mandates.

City of Boston staff and financial resources have been key to this effort. The staff has been responsible for establishing the framework to facilitate committee discussions toward a set of recommendations, for managing the rigorous schedule of the Task Force by organizing meetings and outreach, for hiring consultants at the request of Task Force members, for coordinating the concerns of both public and private entities involved with the project, as well as for consolidating and producing the various drafts that have led to this document.

Next Steps

In publishing this extensive recommendations document the Special Task Force has reached the end of its initial mission. The next step will be to effect a smooth transition between planning and implementation. Making the vision a reality will require additional efforts in fund raising, program and design review, and development of a management scheme which will fulfill the expectation of the public realm as it is here envisioned.



All this points to the need for the Special Task Force to regroup in some manner in the future. The Record of Decision prescribes only that the leadership of the Special Task Force be a city and state partnership, and that the composition of the advisory group be broadly representative of constituencies. Holding these elements constant, there are many possible arrangements by which the Task Force can proceed toward its final milestone: the public realm plan fully designed, successfully funded, and formally incorporated in the new Courthouse leading to a thriving Ft. Point Channel District.

CONTEXTUAL PLANNING OBJECTIVES

The new Federal Courthouse proposed for the Fan Pier at the mouth of the Fort Point Channel will be located at one of Boston's most public and prominent sites. The site is unequalled in its panoramic view of the inner harbor and the downtown skyline of the city. A diverse and rich amalgam of uses, ranging from the office towers of the financial district, to the working waterfront along the South Boston Piers, to an artists and residential community, to the eclectic mix of cultural institutions, buildings and bridges along the channel itself, bring to it contextual attributes unique to the city and its shoreline.

Given the imperatives, the Task Force has identified areas of strategic concerns which must be addressed to interlock the Courthouse with its context in a relevant manner, as well as isolated specific physical improvements that will be required to achieve that end. These have been detailed, respectively, in the Contextual Opportunities and Specific Recommendations sections of this chapter.

From the very outset, the Federal Courthouse Special Task Force has embraced contextual issues as a key component of their general mandate. Two mutually reinforcing principles inform this commitment:

1. In the long run the success of the Federal Courthouse as a signature civic and public building and as a destination for residents, office goers and tourists alike will depend upon the links that will bind the Fan Pier site with the surrounding fabric of the city and the harbor.
2. The Courthouse project provides a renewed window of opportunity to establish the necessary impetus and set the stage for the future development of the Fort Point Channel district, which has not existed since the abandonment of the original Fan Pier proposal of 1985.

The pivotal role that the Courthouse project must play to galvanize new activity in and around the Fort Point Channel cannot be over emphasized. When built, the project would add another layer to the area's public image as a diverse urban waterfront. By juxtapositioning the vibrancy of its proposed waterfront uses with the formal institutional dignity of the court building, and indeed by creating the only large green open space currently between the Long Wharf area and Castle Island, the Courthouse will contribute to the complex urban dynamics of the Channel area. At the same time, the physical improvements that will result if these context related recommendations are carried out will create a positive climate for further public and private investments and set up an urban design framework to guide the character of future projects in the area.

Finally, Task Force members would like to recommend that the implementation of these recommendations should be initiated in conjunction with the process that is focused on enhancing the public realm of the Courthouse building and site. The section on "Process," outlined next, addresses this issue.

Process: Establishing a Coalition of Interests

If the Fan Pier site is to be developed in coordination with the long standing interests of the various private and public parties who have specific concerns in the area, then their expressed priorities must be included in a comprehensive manner with the design, funding and management package associated with the Courthouse. The context related recommendations outlined in this section address that need. They are derived from the many vision statements and projects that have been recently proposed for the Fort Point Channel district.

Through the Harborpark planning process over the past eight years, the Harbor Park Advisory Committee, the Fort Point Channel CAC and the South Boston community, the Boston Harbor Association and others have worked with the city and state to establish policies and regulations for Boston's harbor. In addition to zoning guidelines and the Commonwealth's Chapter 91 regulations and numerous other plans, a Fort Point District Plan has been written by the city; the Greater Boston Chamber of Commerce has encapsulated its vision through "Physical Change and Programming In and Around the Fort Point Channel" — a 1988 report; and there is currently an ongoing BRA process to develop a Public Realm Plan for the basins of the Channel.

The participants in these efforts have included Boston harbor and maritime commerce advocates, business interests, local resident and community groups, design professionals, property owners in the vicinity, and city and state agencies. To the extent possible, these interests are included within the membership of the Federal Courthouse Special Task Force, members who have been active in the formation of its context related recommendations. As such, the recommendations are supported by the larger public voice that must inform the development and management of the total public realm associated with the Courthouse and its environs.

The next phase of this ongoing process is equally crucial. While the Task Force embraces the full gamut of the context related recommendations detailed in this section, it considers it essential that the projects proponents, as well as local public and private entities, work together to establish a broad coalition of interests which would serve as a proactive advocacy constituency to seek the legislative and monetary support necessary to realize the various components of this comprehensive package.

The Task Force recommends a number of formative steps:

1. A discussion should be initiated between the project proponents and the agencies responsible for the plethora of infrastructure related and other projects in the pipeline for the Fort Point district to ensure that the specific context related recommendations identified by the Task Force are incorporated at the design phase.

2. A framework consisting of potential city and state development review processes and other institutional arrangements necessary to move ahead toward the implementation of contextual opportunities should be identified and assembled. Private property owners, business and community groups should be active participants with the agencies involved.
3. Simultaneously, a strategy which combines the influence of all parties involved should be initiated to begin to lobby Congress for federal dollars. The Task Force recommends that new federal dollars be supplied by a variety of funding programs like ISTEA, Urban Systems and with local private and public sector monies.
4. The project proponents, supported by the umbrella of the Task Force and in response to its recommendations, should work to support a comprehensive incremental funding package consisting of both project (i.e. public realm within the site) and context related improvements.

CONTEXTUAL OPPORTUNITIES

The central objective of the various planning efforts mentioned above has been to ensure the enhancement and maintenance of public spaces along the waterfront of the Fort Point district, to promote activation of the harbor's edge for public access, cultural uses, water transit and other water dependent uses, provide amenities for the local residential and artists communities, and to encourage appropriate economic and commercial development. In keeping with that general agenda, the Task Force has identified contextual opportunities that must be addressed through the design and construction of the Courthouse.

Enhancement of Open Space and Pedestrian Network

The existing urban design plan for the Fort Point Channel District consists of a series of elements: Harborwalk — a continuous accessible public walkway connecting the downtown waterfront with the South Boston Piers; two major boulevards — New Congress Street and New Northern Avenue as wide tree-lined streets; new public transit; view corridors and pedestrian ways to preserve access to the waterfront; and principle open spaces to create venues for public activity.

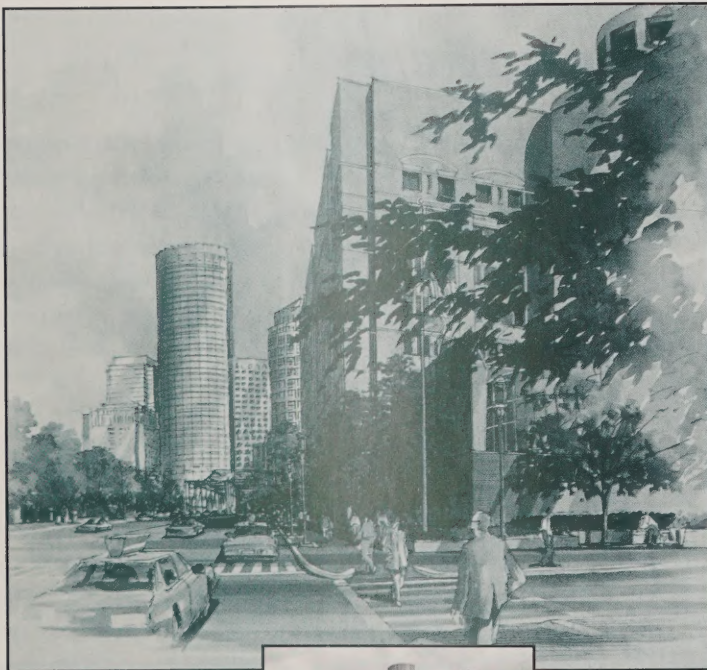
To move toward this vision, it is essential that the design and construction of the Courthouse be strategically combined with the proposed infrastructure improvements for the South Boston Piers Transitway, the New Northern Avenue and Bridge, and a preserved and reused Old Northern Avenue Bridge. This complex of projects, along with the proposed development of an enhanced street grid in the district, will serve as a foundation to connect and reopen the area to the surrounding city in the years to come.

As the Courthouse will be the first of these public investments, every effort must be made by the project proponents to not only dovetail pedestrian access to and from the building with the new street network, but to identify the specific components of these

infrastructure projects which need to be improved in tandem with the courthouse and which will create an enhanced and well connected open space network.

Encouraging a Mix of Economic, Residential and Cultural Uses

The proposed Federal Courthouse will serve as the anchor development for Fort Point Channel which will stimulate employment and economic investment for years to come. In addition to its symbolic presence as a seat of government in the area, the project will contribute directly to the creation of construction and permanent jobs. The Courthouse, as the most visible new project in the area, also affords the opportunity to establish a positive model for this new development frontier in Boston in conjunction with the World Trade Center.



Proposed Federal Courthouse
on Old Northern Avenue

The courthouse is a model Harborpark project in terms of its modest scale, generous set-backs from the water, and vigorous program of public uses. In addition, because of its prominent location as a gateway for visitors and tourists to the Fort Point Channel area from the city and as a waterfront park for local residents, the Courthouse must establish the appropriate standards for the development of an active and diverse street environment to focus the future open spaces, shops, offices, transit stations, and housing expected for the area. Its ground floor perimeter on the land side facing Northern Avenue should be pedestrian friendly and with amenities for both local residents and visitors alike. Efforts should be made to ensure that neighboring residents have well defined and unobstructed pedestrian paths along Sleeper, Farnsworth and Pittsburgh Streets to directly connect with the Courthouse public realm.

The Children's Museum and the Computer Museum, widely used by children and adults alike, are integral elements of the cultural character of the district. This unique contextual dimension should be reinforced by the Courthouse. While the Task Force has addressed this issue in its Interior Uses recommendations, it is necessary here to stress the need to program gallery space in the building to showcase the work of local artists. In

addition, as required in the Record of Decision, the Courts must work with the Children's Museum to develop educational programs to teach students in Boston's schools about the U.S. judicial system.

Expansion of Harbor Uses

The Fan Pier site is strategically located to overlook the basin at the mouth of the Fort Point Channel. This basin, essentially a part of the inner Boston harbor with the capacity for deep water moorings, is defined by a diverse set of land and water related



Harbor uses

uses including the Old Northern Avenue Bridge, water-dependent businesses like lobster wholesalers, restaurants and Rowes Wharf — a landmark mixed-use development with water transit and marina facilities. Over the last few decades many vision statements to establish the basin as a hub for harbor related activities have been articulated, to include such features like pier structures jutting out into the harbor to protect the basin, new marinas, and institutional schemes like a maritime center. The Task Force believes that, if the site is to succeed in bringing people after work hours and on weekends, new capital improvements and uses that enhance the basin must be developed along with the courthouse, and in concert with a coordinated plan to expand activities in this section of the harbor.

Such a plan should envision new water-dependent uses proposed for the Fan Pier to be in the context of a comprehensive approach — one that promotes a relationship of mutual benefits with its neighbors on the basin, especially Old Northern Avenue Bridge and Rowes Wharf. The types of water transit, excursion and private boat docking facilities provided at the Courthouse should complement those existing or anticipated at other locations on the basin. New visual focus and public institutional uses should be recommended to add to those proposed for the Courthouse to establish a continuous system of destination nodes and pedestrian paths along the edge of the harbor.

SPECIFIC CONTEXTUAL RECOMMENDATIONS

Old Northern Avenue Bridge

The development of the Old Northern Avenue Bridge as a preserved pedestrian link between downtown Boston and the Fort Point Channel district is critical to the creation of an active public realm at the Courthouse and to maintaining a key link in the city's harborwalk system.

An ongoing effort between federal, state and city agencies, along with private and community interests, should be established to ensure that the design for the reuse of the old Northern Avenue Bridge will make it a signature statement for the area.

The Boston Redevelopment Authority is currently determining the cost of infrastructure improvements that will be required to make the bridge a permanent pedestrian crossing and attractive for private development reuses. The Task Force recommends that the final configuration of the bridge, whether "open" or "closed", should maintain a safe and accessible pedestrian way as well as maintain an appropriate width and height so as to not reduce navigational access to the inner basins of the Fort Point Channel.

Northern Avenue Bridge Apron

The parcel of land between the approach to the Bridge, the redeveloped Old Northern Avenue, Sleeper Street and the proposed cafe loggia within the Courthouse building will be key to the extension of Harborwalk both toward the



Old Northern Avenue Bridge

South Boston piers and along the southern edge of the Channel. A detailed design plan should be developed by the concerned public agencies while the design for the Courthouse harborwalk is being finalized.

Farnsworth Street Extension

(Between New and Old Northern Avenues)

According to the currently proposed alignment and plans for the South Boston Piers Transitway a pair of subway headhouses will be located at the intersection of New Northern Avenue and Farnsworth Street, providing the primary rapid transit access to the courthouse by the public. However, current plans also show that privately held property separates the proposed subway stop from the Courthouse building at the Farnsworth Street alignment.

Visual and physical access must be provided from the headhouses to the Northern Avenue entrance to the Courthouse, by extending Farnsworth Street directly across this parcel. In coordination with city agencies, a landscape plan should be developed to establish this right-of-way as a "Walk to the Sea" pedestrian corridor which would serve as the basis for negotiations at the time when a development proposal is put forward for the property. In the interim, a temporary easement should be obtained to facilitate public access as soon as the Courthouse is built.

Farnsworth Street Extension

(Between Northern Avenue and Harbor)

The "Walk to the Sea" pedestrian corridor originating from the proposed subway station at New Northern Avenue extends along Farnsworth Street past the Courthouse entrance to the water's edge adjacent to the proposed park. This route is essential to providing access to the public realm of the Courthouse for transit users as well as residents. Currently, a 50' easement has been obtained on the private property immediately to the east of the Courthouse site. The situation is complicated by adverse wind conditions and by the fact that a number of truck access docks and an entrance to a underground parking garage are located along this facade of the Courthouse building. Given vehicular use of this street as well the need to develop it as an attractive pedestrian corridor an additional right-of-way swath will be required. (Criteria to design this section of Farnsworth Street have been detailed in the Open Public Spaces recommendations of this report.)

The Task Force recognizes that identifying the most desirable configuration of the entire Farnsworth Street Corridor is part of a multi-dimensional planning problem for the Fort Point district which will be resolved in the future. Key elements to be addressed in the analysis must include: the earlier mentioned proposal for a new subway station and its headhouses on New Northern Avenue; concepts for creating activity nodes along the Farnsworth corridor such as a "Courthouse Square" park across the courthouse on Old Northern Avenue and a pier or other significant structure extending into the harbor at the intersection with harborwalk; and concepts for the development of public pedestrian and vehicular ways on the remainder of the Fan Pier site,

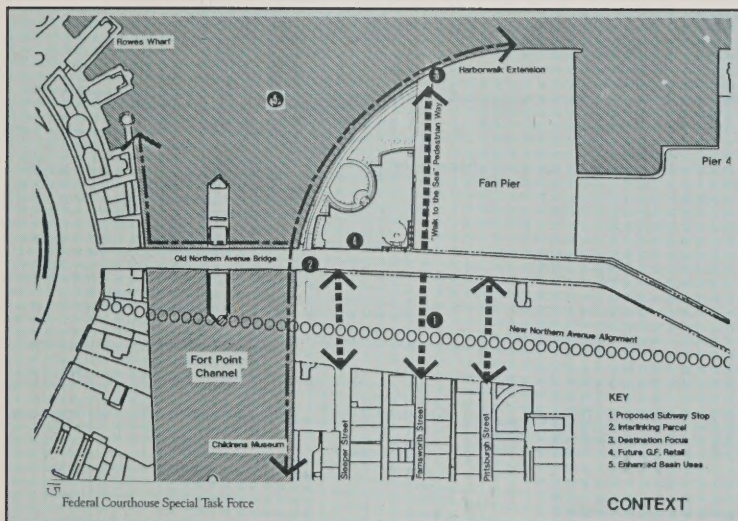
including the extension of harborwalk along the water's edge and the extension of Pittsburgh Street from the surrounding street grid.

The Task Force does not regard the existence of such planning complications as a reason to cease deliberations on the matter of the future of Farnsworth Street extended. Much to the contrary, because this contextual issue is of critical importance to the success of the public realm on the courthouse per se, and because the planning dialogue is likely to intensify in other forums in the months ahead,

Harborpark Extension

The recommended design of the new Federal Courthouse embraces the principles and design guidelines of the City's Harborpark policy by the provision of a dedicated harborwalk and park along the water's edge perimeter of the site, generous building setbacks from the water's edge at most locations, and piers to accommodate water-dependent uses. The new park with its collection of diverse uses and elements promises to be a significant destination point along Boston's entire harborwalk system. Having

established an esplanade of ample proportions together with a rich design vocabulary to articulate the water's edge it is important to ensure that it is extended along the remaining portion of the Fan Pier site and beyond.



The Task Force recommends a process be initiated by the Harborpark CAC to produce detailed design recommendations which would serve as a framework to guide the future development of adjacent waterfront properties.

The Task Force assumes that these guidelines will be derived from the standards established by the Courthouse harborwalk, from an update of existing zoning stipulations, and that they be sensitive to potential development scenarios for the remaining section of the Fan Pier site.

At this time, the Task Force recommends that a scheme be proposed to establish a destination oriented node at the harbor terminus of Farnsworth Street to ensure continuing diversity along harborwalk as it extends into the adjoining property.

Northern Avenue Retail

The opportunity to develop the ground floor of the Courthouse building along Northern Avenue for future retail/commercial uses should be preserved. While no market for such uses exists today (making it appropriate for Courthouse related functions to occupy the spaces at this time), a building facade which opens on the street to accommodate retail uses will be key to the creation of Northern Avenue as a spine of pedestrian activity in the long term. (Please refer to the Open Public Spaces recommendations for details on the above.)

Themes: Creating An Identity For The Public Realm

The design and programming for all components of the public realm-water-dependents uses, public open spaces and interior public spaces-should reflect strong unifying principles which establish a distinctive identity for the public realm as a whole.

A prestigious courthouse at a premier harborfront location must exhibit a truly exceptional "sense of place" beyond that which the building alone can impart, however splendid its architecture. Much greater destination value can be established if each component of the public realm contributes significantly to a common purpose, rather than having relatively independent design and programs. Having a central theme is not to be construed as excluding other design and programming elements which may be desirable to accommodate, as a secondary means of maximizing year round public use and enjoyment of the site.

The Task Force recommends that the public realm should be identified with the celebration of two related elements of Boston's heritage that are uniquely appropriate for the site: American Maritime Law and Boston Maritime Commerce.

Celebration of the dual theme should occur through multi-faceted, year-round programming based primarily on a "living museum" concept, whereby the courthouse, its park and harbor front serve as the medium, providing opportunities for public enjoyment as well as education.

Additional active and ambitious programming concepts will also be needed if the facility is to reach its full potential to draw the public to this special place on the waterfront. Accordingly it is essential for the public realm to include a host of "participatory" activities which give life to the themes. Such activities may include mock trials, inter-active displays, tours of the waterfront as well as special events like art festivals and **FIRST NIGHT** which relate the site to this city.



Seal of the Federal District Court

INTERIOR PUBLIC SPACES

The Interior Uses Sub-Committee, guided by the parameters set forth in the record of Decision and essentially working with floor plans with predetermined configurations and dimensions, has focused its discussions on developing a mix of programmatic uses for the given spaces which would generate a lively and accessible public environment. Hand in hand with this has been an effort to identify the key elements of an effective management structure to administer the complex of proposed non-court public uses.

The areas of “public accommodation” which together make up the public realm within the building are seen by the Sub-Committee as serving to explore and manifest the thematic concepts associated with aspects of the role of law in our public lives as well as of maritime commerce in Boston harbor. Specific uses and places would celebrate these themes within the building. This would establish the site as a unique destination along Boston’s harborwalk, indeed, adding yet another dimension to the diversity of uses and experiences that public buildings like the Children’s Museum and the Aquarium already provide along the edge of the harbor.

Even when inside the building, visitors would continue to enjoy, at once, both its particular facilities as well as the experience of the city due to the panoramic views of Boston’s skyline that will be omnipresent from the interior public realm. The committee sees this as an underlying opportunity to inform the program concept.

The Interior-Uses Sub-Committee established the following objectives as an overall framework to guide its specific recommendations. The key elements of each of these objectives are summarized here as well. These are followed by detailed recommendations for each of the areas which together comprise the interior public realm. Finally, a brief introduction to management issues is included — the detailed management concept is a separate chapter in this report.

KEY RECOMMENDATIONS

1. Establishment of full-time and fully-funded management organization is critical to programmatic success:

Need for program manager/curator and staff for interior functions and exhibit to be combined with management for park and dock facilities. Need for consultant services to coordinate with design team and advance hiring of key staff to commence program development.

Need for adequate back-of-house space for support functions like office and storage space.

Need for reliable mechanisms to underwrite yearly operating costs.

2. Providing a public visitor center at an optimal location is an interior functional element critical to programmatic success:

Public realm needs a hub as a place for assembly/orientation; as a base of operations for tours and other programs, and as a focal point for presentations and literature distribution. An auditorium is essential for these functions.

Need for “ship watch station” as a special feature.

Visitor Center/Jury Assembly room to have optimal flexibility for multiple uses (performances, exhibitions, community meetings).

3. Consideration of design adjustments to better connect second floor public uses with the exterior public realm:

Join with the Park-Design Sub-Committee to support design changes to achieve “seamless” transitions at building/park interface.

Need for improvements in visual clues and other aspects of “wayfinding” from the Northern Avenue entrance to the public facilities on the second floor and to the park beyond.

4. Creation of a comprehensive and celebratory public art and interpretive exhibit program should be provided for the public realm, both exterior and interior that includes:

Permanent and temporary works and exhibits. Spaces appropriate for art work to be displayed.

A Plan for purchases, commissions, temporary exhibits, festivals, and other opportunities for arts in a variety of mediums. Provisions to include local artists.

Inventory of Court and other relevant collections to identify opportunities for permanent or temporary display in public areas.

Public art experts including an artist to be engaged as soon as possible to work with the design team to identify appropriate sites and develop a public art plan.

SECOND FLOOR PUBLIC SPACES

The primary interior public spaces and functions have been located on the second floor of the building in what will be a continuous arc of space under a glass wall which dramatically slopes upward to almost the full height of the building, affords magnificent views of downtown Boston, the harbor and its islands, and the proposed courthouse park, and is accessed by a curved staircase in addition to elevators at its center.

To encourage the public at large to visit the second floor will require the creation of a multiple-use public realm at that level, active at all times including evenings and weekends, and with dedicated functions which would need to be destinations in their own right,

while existing in creative synergy with court related business. In light of the above the following uses have been recommended:

Visitor Center

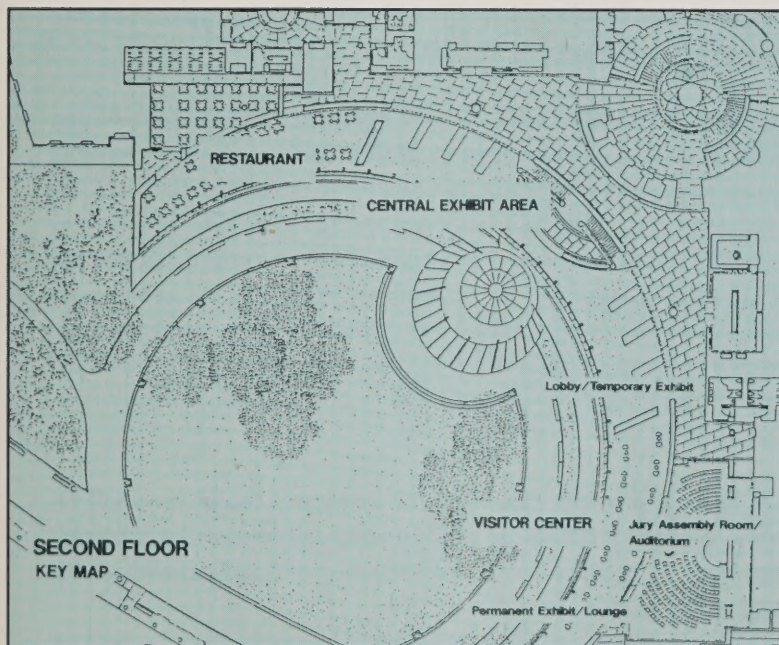
The Visitor Center is conceived as the year-round hub of the public realm in general, and as the essential base of operations for the participatory activities associated with the living museum concept in particular. As shown in the adjoining plan, the optimal location for a

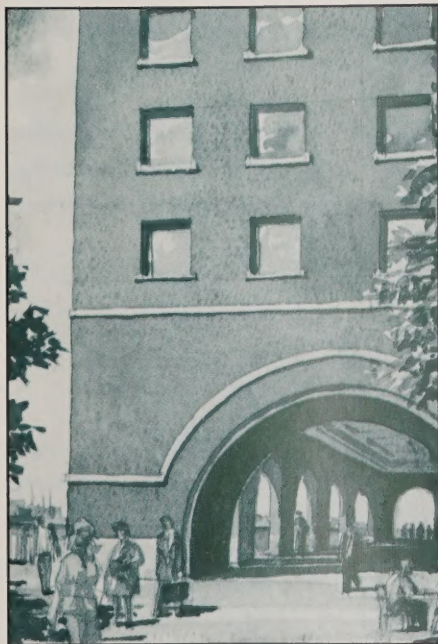
Visitor Center has been determined to be the area of approximately 9000 s.f. consisting of the gallery spaces lying approximately between the end of the west wing and the entrance to the District Court Clerk Offices, including the public rest rooms; and the Jury Assembly room and its adjoining lounge spaces (except on those occasions, generally Monday, when this room must be reserved exclusively for jury purposes).

The proposal to combine these adjacent areas into a unified Visitor Center is highly compatible with both the court-related and architectural program previously established at this location, for two reasons. First, all juror assembly needs (including informal seating in the gallery lounge) can be satisfied completely and without significant conflict with visitor activities; indeed, it appears likely that the exhibits and events programmed into the Visitor Center will actually make the courthouse more “juror-friendly”. Second, there is no need to alter the basic physical configuration of the area because its overall size and layout is well-suited to accommodate the three spatial elements necessary for a Visitor Center to function effectively: a lobby/assembly area

providing comprehensive information services (with convenient rest rooms); auditorium for presentations of various kinds (with seating and staging facilities that are adaptable to a range of user needs); and an area dedicated to permanent exhibits of museum quality, which are essential to create a distinctive thematic identity for the Visitor Center. Each of these key components is described more fully below.

The first component of the Visitor Center — labeled the *Lobby/Temporary Exhibit* area





View of public arched walk leading to the new Harbor park

— will include facilities for the distribution of literature and will allow people to gather prior to attending audio-visual presentations or guided tours of various kinds, such as walking tours of the courthouse or the nearby Seaport district or boat tours to more distant marine terminals in the Harbor. This space will also provide opportunities for the temporary display of artwork and educational exhibits, and will include flexible facilities for informal seating of jurors and visitors alike. This lobby area should not be walled off from the remainder of the second floor gallery, although it is desirable to explore more subtle measures of delineation to create a separate visual identity and sense of “arrival” for the Visitor Center. In addition, consideration should be given to floor treatments and other means of facilitating public “wayfinding” into the Visitor Center from the main staircases and elevator banks connecting the second floor to the two building entrances at the ground level.

The *Jury Assembly Room/Auditorium*, typically used as such only during the work day on Monday, will serve during the remainder of the week as the essential auditorium space to support all Visitor Center programming requiring audio-visual capability or a lecture/panel discussion format. Of equal importance will be its use for community meetings, court-related seminars, and small-scale musical and theatrical performances of public interest. Flexible seating, and appropriately sized stage and movable stage furniture, telecommunications hookups, and acoustical fittings over and above that which is necessary for public speaking will have to be provided to accommodate these uses. As one means of helping offset the costs of Visitor Center operations, the management organization responsible for scheduling use of the auditorium should explore the possibility of making the room available for group functions on a limited basis, at an appropriate fee.

A special component of the Visitor Center will be the *Permanent Exhibit/Lounge* area facing directly out the glass wall to the park and the waterways beyond. In addition to providing additional capacity for informal jury seating, this space will be devoted exclusively to a program of special educational exhibits whereby the dual storylines of maritime commerce and federal jurisprudence can begin to develop in a highly distinctive, creative, and dignified manner. To interpret the theme of federal jurisprudence, for example, it is recommended that two subjects would be especially appropriate for development in this permanent exhibit area: the role that the federal courts sitting in Boston have had in shaping the key principles and precedents of the law in general and admiralty law in particular; and the role and functioning of the jury in the American legal system.

To interpret the theme of maritime commerce, the Permanent Exhibit area will be home to a unique “shipwatch station” at which a variety of observation technologies will be employed to enhance public understanding and appreciation of the working harbor in all its aspects.

Some of the interpretive elements that might be developed through installations at this shipwatch station include the following:

contemporary description (locations of channels/turning basins/anchorage areas, operational profiles of terminals, etc. — perhaps on a master “tracking” board); historical descriptions, especially of the Fan Pier itself and other waterfront segments visible from the Visitor Center (perhaps using a “time telescope”); and real-time information about passing ships and interesting activities underway at dockside locations (perhaps using advanced radio and telecommunications technology).

It should be noted that the Permanent Exhibit area occupies a space of approximately 2500 s.f., which is only one-third the amount that the GSA Record of Decision stipulated for a museum facility on the second floor of the Courthouse. The Task Force is aware of and supports this project change, because the concept of a living museum requires more in the way of active "field" programs and less in the way of centralized exhibit installations than is the case with conventional museums. Nevertheless, the Visitor Center will not be successful without a high-quality anchor exhibit to establish the interpretive/educational themes intended for pervasive expression throughout the remainder of the public realm, both inside and out of the building. Accordingly, it is imperative that an exhibit design consultant be retained as soon as possible to ensure that design of the jurisprudence exhibits and shipwatch station be fully integrated with the architectural detailing of the Visitor Center. To identify appropriate concepts for specific installations, this integrated design process also must include regular consultation with the judges and court officials as well as with the principal marine-related organizations in the area, including but not limited to MassPort, CZM, the Boston Shipping Association, and the Boston Harbor Association.

Central Exhibition Areas

Designed to be a key destination use for the interior public realm will be the display of public art. The central section of the second floor gallery, between the Visitor Center and Restaurant, will be utilized for temporary exhibitions. Opportunities will be provided to local artists to showcase their work.

This area should be fitted with provisions to install panels, have a flexible system to install exhibit specific lighting, and have cables to connect video terminals and other electronic equipment. A modular, i.e. flexible exhibit installation structure will be required to host visiting exhibitions. Storage will be needed for this structure when not in use.

Cafeteria / Restaurant

The second floor public space at the east end of the building will be a facility functioning as a cafeteria during the working hours of the Courthouse and as a table service restaurant at night and on week ends as well as special events and meetings. The arrangement of this space will maximize the views of the harbor and the city skyline for patrons. Special areas will be designated to install permanent and/or temporary art work. Key to the success of this facility will be the creation of a flexible system to accommodate both cafeteria and restaurant functions as well as special events, annual meetings and fund raisers. Food service consultants should be involved in the design process to ensure that space configurations and special equipment restrictions do not preclude management considerations.

In order to ensure that the Courthouse is utilized by community organizations and residents, the Task Force recommends that the vendor selected should be a well-established local restaurant with a catering capacity that is familiar to the neighboring communities. The vendor should be able to prove that he or she will be able to provide quality food and service at prices affordable to the community.

GROUND AND UPPER FLOORS PUBLIC SPACES

Lobby Areas on Floors 3, 5 and 7

Each of these publicly accessible spaces follow the curving shape of the building with views through its glass wall and of the second floor public areas below. They also serve as the primary circulation to reach the individual court rooms.

These public spaces will have permanent display stations, exhibiting both the existing collection of artifacts of the Circuit and District Courts as well as other objects and exhibits which reflect the themes of jurisprudence and maritime commerce established to give identity to the public realm of the courthouse. Where appropriate, opportunities for the commission or purchase of art will be identified.

At the discretion of presiding Judges the use of court rooms as venues for mock trials, to which the public will be invited, will provide a literal and dramatic educational experience for visitors to the Courthouse. This program will be under the supervision and guidance of the judges and courthouse staff.

Park Entrance to Building



The recommendations in the Public Open Space section emphasize the importance of establishing a distinct entry point into the building from the park. Universal access principles must inform the design of the sequence of spaces, stairs and elevators that will bring visitors from the park to the second floor public realm. In that regard the passage way to the elevator bank that will be used by those who are unable to use the grand staircases for physical reasons should be redesigned to a standard of similar functional efficiency and experience of architectural space.

The new enhanced entrance is essential for the success for the interior public realm. This is where the process of greeting visitors really begins. It provides essential marketing for the restaurant, the exhibits and events taking place in the second floor gallery as well as programming activities on the water's edge and in the park, without the need to go through building security.

Northern Avenue Retail and Entrance

The need to preserve the opportunity convert the ground floor spaces along Old Northern Avenue to retail uses at a future date has been addressed in the Public Open Space section of this report. Equally important and yet in contrast to the Park Entrance, the entrance to the building from Northern Avenue needs to visually enunciate a response to the building as a destination for the walking public; drawing them down Old Northern Avenue from the city and from the Fort Point Channel district.

Neighborhood residents, jurors, employees and other parties associated with the primary function of the building will more likely use the Northern Avenue entrance their main entrance and therefore it should exhibit a clarity of purpose, a sense of place, and be the transition to give pause to the hectic pace of urban life.

The curved walls of the rotunda have been identified in conversations with the architect as an opportunity for public art. The addition of a powerful and appropriate work of art carried along these great curved walls could greatly enhance the architect's design and state the function and purpose of the great hall of justice and of the American legal system. As one moves toward and through the rotunda an atmosphere of quiet certitude should be created using light, materials and public art.

While Old Northern Avenue provides an opportunity to provide a taxi stand and bus parking for excursions, care should be taken so as not to adversely affect pedestrian movement to the entrance.

Other Opportunities for Public Art

The GSA Art & Architecture process should identify opportunities for the creation and installation of commissioned works. Conversations with the architect indicate that there are several areas worth exploring including but not limited to the area under and in the dome, the walls along the corridor that lead to the elevators and the concession area under the stairs, the wall behind the elevator bank, on the first floor, and the walls at the end of the galleries above the second floor.

Library

The general public must be welcome to the library which will be located on the ninth floor of the building. The reading room of the library should be near the reception area so that visitors could read newspapers and journals without having to traverse the entire library.

Information about the availability of the library to the public should be provided at the main second floor area.

Restrooms and Storage

Restrooms, especially to serve the second floor public realm should be easily accessible to the public at large.

Storage areas, to support the many programs identified for the interior public realm should be provided. The location and availability of storage space should be determined at the earliest possible time, rather than retrofitted at a later date.

Management and Administration

Most of the recommendations outlined above depend upon the establishment of a dedicated management structure to realize any measure of success.

This management structure, other than ensuring the administration of the various public realm activities described in this chapter and elsewhere, would also seek to achieve a revenue stream which would subsidize the non-court functions.

Coordination between water-dependent use facilities, park programming and interior space functions will be done to optimize resources. A separate Management and Operations section has been included in this report to address these issues in detail.

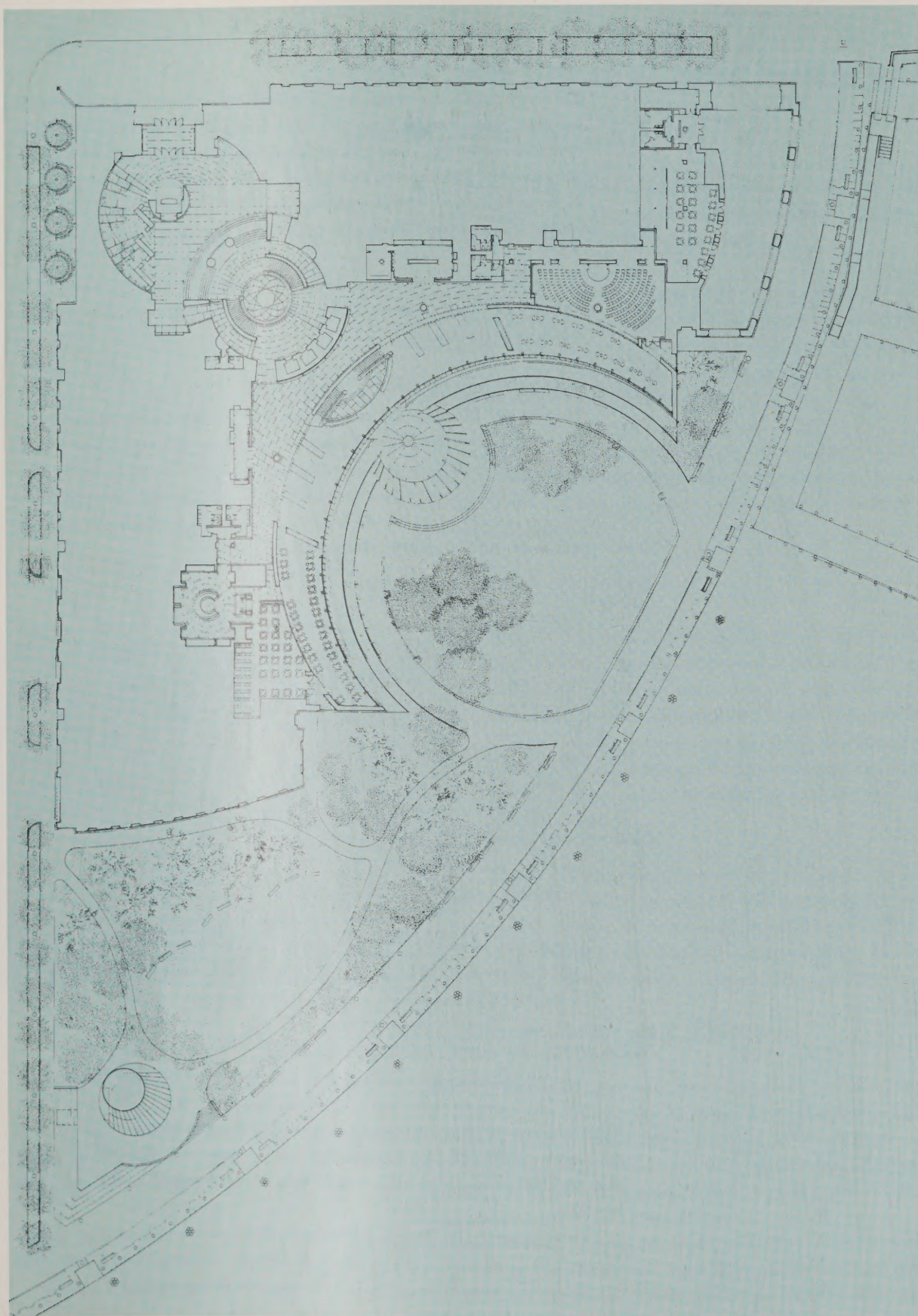


Illustration of program

PUBLIC OPEN SPACE

The Park Design Sub-Committee is responsible for making recommendations that will guide a new design for the public open spaces that will surround the Courthouse when it is built. These include a major 2 acre park, consisting of a central park space directly in front of the conoid shaped facade of the building, a park adjacent to the east wing, a harborwalk promenade area along the sweep of the waterfront perimeter, and the streetscapes of Northern Avenue and Farnsworth Street extension.

The recommendations of the Sub-Committee are intended to provide a set of programmatic and design guidelines to inform and generate the landscaping, architecture and public art related specifics of the final design. At this time, a "Program Illustration Plan" has been included in the report as the initial response to the parameters of the recommendations.

The Sub-Committee recommends that as the work of the landscape architects moves into design development an artist join the design team. In the coming months, as the work progresses from program development into design development the Sub-Committee sees a real need to continue to work with the landscape architects. During this stage, design alternatives will be explored and a design chosen which best implements this program.

The discussions of the Park Design Sub-Committee have focused on specific concerns that were identified by members at the very outset. These are mentioned here if only to emphasize their importance to the overall success of the park. The following were seen as areas of major concern in the plan as it was first received by the committee: 1) The entrance to the building from the park side and the connection between the public park and the main interior public spaces on the second floor; 2) The incorporation of the concerns of residents who live in the area; 3) The treatment of the conoid facade at the ground floor and the ability of park users to approach that surface; 4) The need for focus points within the park areas; 5) The lack of adequate provisions for retail opportunities along Northern Avenue; and 6) The treatment of Farnsworth Street Extension. As a result of committee deliberations, some changes have been generated in both the architecture and landscaping of the open space with respect to these issues.

KEY RECOMMENDATIONS

1. **Design a public park of landmark caliber which has a unique identity within Boston's system of open spaces. The park must have a distinct image which will create impressions upon visitors and encourage them to come back to the site.**

Design the park spaces to be primarily green, rather than a paved landscape. This site affords the only opportunity to create a softer landscape along the edge of the harbor between Waterfront Park near Long Wharf and Castle Island in South Boston.

Establish distinct places within the expanse of the park to create the potential for a diversity of park uses to exist side by side and generate a vital and active public environment. Clearly defined lawn areas should serve as "rooms" in the open space plan.



From the conceptual design phase, incorporate public art as a key component of the design of the open spaces associated with the Courthouse. Concepts developed in coordination with artists should be used to design the park and elements like water features or childrens play areas. Interpretive exhibits should be considered in all design work. These should be based, in part, on the dual themes of maritime commerce and federal jurisprudence.

It is recommended that the consideration of one or two water features be integrated into the overall park design.

Use trees as a significant element in the landscaping and with respect to the need for transparency in view corridors from second floor. Select plantings indigenous to the waterfront environment.

Design the park to take advantage of the seasonal variations of sunlight and ameliorate the impact of wind conditions on the open space.

2. Ensure appropriate linkages between the site and its context.

Celebrate the views of downtown Boston's skyline that this site affords. This view of the skyline with the water sheet of the harbor as foreground is not available from any other public space in the city.

Ensure that the park is designed so it can also serve as neighborhood park for the nearby residential communities.

Ensure continuity of the Harborwalk concept, generate an active and safe street environment around the building, connect with existing and proposed land and water side public transportation networks, and enhance the use of the water sheet adjacent to Fan Pier.

Program and design the open space to accommodate the needs of the diverse user groups who may visit the park — local residents and families, children and school groups, office goers at the Courthouse and adjoining developments like the World Trade Center, Harborwalk pedestrians, and tourists.

3. Ask the National Park Service to become a partner in the provision of visitor and interpretive services.

4. Strive to create a "seamless transition" between the interior and exterior public spaces to create a continuous and tightly knit public realm.

Design the park so that the building form and open space features exist in a relationship of mutual support and as equal partners in the interplay of built and open spaces on the site.

Ensure a distinct, easily accessible and, to the extent possible, a direct connection between the park level and the second floor public realm.

CENTER PARK

Design the park to be a predominantly green landscape place. This may be accomplished with a combination of lawn, trees and plantings. Trees, with consideration to provide seasonal variety should be a significant part of the design. The tree canopy however should not obscure important views of the harbor and of the city skyline from the second floor of the building.



View of park from water's edge

Provide a modestly sized performance space within the park. This space must serve other uses when not in use for specific events.

Explore the addition of a water feature or fountain that serves as a focus within the park and which allows people to approach and touch the water and reinforces the presence of the harbor. Possibly in conjunction with this feature create environmental sculpture elements, for example sound and wind sculptures, that reinforce the site's maritime micro-environments.

Architecturally enliven the ground floor facade of the sweeping curve of the building that faces the park to make it responsive to human scale at the level of the park so that people should be invited to approach the perimeter of the building. This may be accomplished with a greater articulation of the facade, the creation of planting beds with seating inset into the retaining walls along the edge of the building, and through well

defined circulation paths which lead to the entrance into the building from the park. Provide ample seating throughout the park, especially at locations most protected from the elements and with views of the water along the park edge of the harborwalk promenade. To the extent possible, architectural elements such as low walls should be set at sitting height.

Courthouse Entrance From Park

The link between the park and the second floor Courthouse public spaces should be direct and inviting both visually and functionally. The entrance should be a distinct architectural feature independent of the plane of the conoid facade of the building. It should "announce" the presence of the public spaces on the second floor of the building through the incorporation of a sense of verticality in its design. A large building entry space should be provided on the first floor.

Cafe Loggia

This has been designed into the building envelope as an entrance way into the park from the existing Northern Avenue Bridge. It also serves as a support space to the proposed cafe (with year-round service) and to a management or ticket office. Direct access to the public restroom should be available from this area. The loggia should accommodate movable chairs and tables to support cafe activities. As it is located next to the access ramp to the floating dock system it should serve as a protected area for persons waiting to board vessels. The design strategy here should be to leave this area open and flexible to accommodate these diverse uses.

HARBORWALK PROMENADE

The promenade along the entire perimeter of the site at the water's edge should tie in with the Harborwalk system that defines the edge of Boston harbor. It should be designed to exacting standards, establishing qualitatively the character of future harborwalk development along the South Boston Piers.

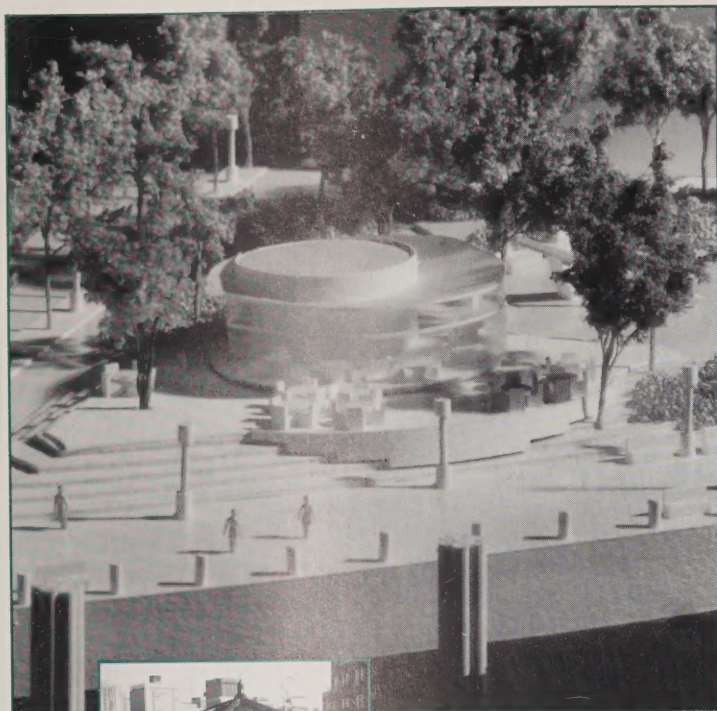
The promenade should be designed as two contiguous zones: a circulation path, and a working area to provide a transition between pedestrian circulation and water-dependent uses functions. The circulation path should be an unobstructed zone of at least a width of 20 feet with a distinct paving pattern. Benches, lighting fixtures and trash receptacles should be located along the park edge of this path.

The working area, approximately a 8'-10' swath consisting of the existing granite block surface plus an additional buffer area should serve as the receiving area for gangways or other means of boarding boats, accommodate any utility boxes to extend basic services to boats, as well as provide seating at the very edge of the seawall directly overlooking the water sheet. Custom designed bollards should be placed along the water's edge. Safety ladders should also be provided to the water sheet.

EAST PARK

The East Park, of prime interest to neighborhood residents, should be designed to be more informal in character relative to Center Park with its own distinct identity, while maintaining the essentially green landscaped theme. It should serve as a well defined entrance way into the park area from the Farnsworth Street edge

The facade of the east wing of the Courthouse building facing this park will be brick finished and punctuated by a series of tablets on the ground floor with quotes describing aspects of the court system. However, there is no visual or physical access to the interior of the building along this edge. Specific landscaping features designed to integrate this facade into the park should be provided. Clear access to the tablets should be provided.



The new park will have a pavilion like the one pictured at Lechemere Canal and Post Office Square park

Pavilion

A one story pavilion structure with a floor area of approximately 1,200 square feet should be built at the far corner of the park at the point where the harborwalk promenade meets New Farnsworth Street. The space should be programmed so as to serve as a destination for pedestrians moving along harborwalk into South Boston as well as provide an incentive for approaching the water's edge down Farnsworth Street. It would serve as an observation platform to enjoy the views out from the park. The pavilion should be designed to be flexible for different seasonal uses as well as fitted with public restrooms. During the peak summer season the pavilion should serve food. It should be used, at a minimal as a protected sitting area during the winter months.

Water Features

Playful sculpture and small water features shall be designed to be an interactive play environment for children to enjoy as well as to be a enlivening feature of the park. It is recommended that water be incorporated into the design, for aesthetics and as an educational tool to introduce children to the diverse aspects of Boston Harbor. For this feature to be successful it must be located in an area with substantial sunlight and near public restrooms. The vicinity of the proposed pavilion described above meets most of these criteria. In addition, explore the possibility of locating a large water feature in the vicinity of the Farnsworth Street Extension. This should be designed to have a unique identity within the park.

Trees should be a significant part of the design of the park and massed toward the building, leaving a relatively clear lawn area adjacent to the harborwalk promenade. Trees should be used to mitigate the impact of strong winds expected in this area, no restrictions on the heights and positioning of the trees are required here as there are no public view corridors from the interior of the building on this side.

Provide ample seating through the provision of traditional benches and by adapting features like low walls. Locate seating areas to optimize the benefits of seasonal variations of direct sunlight and shade and protected from the impacts of strong winds as well as provided along the water's edge.

The edge of the park along Farnsworth Street should be designed to be adaptable to accommodate the future development of the street's terminus as a "destination node".

To give a unique focus to this section of the public spaces associated with the Courthouse building, the following special features should be included in the design of the East Park.

OLD NORTHERN AVENUE

The Northern Avenue side of the Courthouse is essential to the generation of a lively pedestrian environment linking the South Boston communities with Downtown Boston and also serves as the primary entrance facade to the building from the land side. As this project will precede the development of other buildings along Northern Avenue in the Fan Pier area it must establish a streetscape design and use vocabulary which could serve as a model to guide future growth in the area.

Provide 25' wide sidewalks along Old Northern Avenue that have sufficient width for street trees and that are not diminished in width by bus or taxi stand neckdowns, particularly near the main entrance and that a taxi stand and/or shuttle service turnaround is provided in another location in the vicinity of the building.

Ensure that the Northern Avenue entrance is visible from all approaches to the building. The entrance portion of the building should have a graceful relationship to the main building while also being compatible dimensionally with existing buildings, so as to have the effect of blending the old with the new and integrating the site into the district.

Experience in Boston has shown that building facades should provide visual and physical activities appealing to pedestrians. The Courthouse presents a 400 foot long streetscape in a location that offers the most pleasant weather conditions, less wind and more sun, with the potential to be a delightful area. Therefore it is recommended to provide the capacity now for the future conversion of ground floor space into retail uses if market demand warrants so that a lively street network is created to help the entire new Fort Point urban district. In ten years, or earlier if the U.S. Attorney's office moves out, the Courts and the GSA will undertake a process to convert ground floor spaces along Northern Avenue to retail spaces.

Design steps to take now include insuring that interior floor elevations are approximately level with exterior sidewalk elevations; that glazed storefronts can later replace the currently-proposed masonry walls; and development of conceptual designs of said retail.

FARNSWORTH STREET EXTENSION PEDESTRIAN CORRIDOR

Farnsworth Street is proposed to be extended by using a 50' easement on the adjoining privately owned property from Old Northern Avenue all the way to the water's edge. **The extension is crucial to establishing a "Walk to the Sea" pedestrian corridor along Farnsworth from the Boston Wharf area to provide access to the park from the east of the building as well as to attract pedestrians to Harborwalk** from the Old and New Northern Avenues and the proposed MBTA subway stop. Located along this facade of the Courthouse building are a number of truck access docks

(parked trucks will be internally parked behind rolling doors) and an entrance to a underground parking garage.

The Sub-Committee believes that the width between the buildings that will ultimately define this corridor must be substantially greater than the current easement of 50'; otherwise, the narrow and vertical scale of the corridor will result in a canyon effect that aggravates the anticipated condition of pedestrian unfriendliness due to wind effects and back-of-house activities of the courthouse.

While the Sub-Committee recognizes the need to accommodate vehicle access to the courthouse as well as pedestrian access to the waterfront, it is convinced that the initial development of the 50' accessway should allow maximum adaptability for conversion to a different configuration once a long-term plan is established for the Farnsworth corridor. Preliminary discussions in committee indicate that the pros and cons of a variety of concepts need to be considered, including that of providing a generous greenway for pedestrian use down the middle of the street (in addition to conventional sidewalks along the perimeter).

The following criteria should be addressed in the design of the Farnsworth Street Extension Pedestrian Corridor:

A well defined pedestrian path, uniformly paved and at a single level along its length to the maximum extent possible.

Trees to frame a human scale pedestrian corridor.

A special landscaped or architectural feature to direct visual focus to the harbor and enhance the experience of this dynamic view.

Protection from the severe wind impacts that are anticipated along this corridor.

Accommodation of turning radii for truck docks (calculated to be a 39' set back from the edge of the building), a car turn around at the end of the street and required fire truck access.

A pedestrian corridor construction phasing strategy which assumes the adjoining privately owned parcel will be developed after the Courthouse has been built.

WATER-DEPENDENT USES

The November 20, 1992 GSA Record of Decision/ EOEA-CZM Decision incorporated several water-dependent use conditions. These agreed-upon conditions include: at least one major facility for water-based passenger transportation on or near the site; a program for multiple water-dependent use of the Courthouse shoreline which continues the existing excursion use and accommodates other vessel-related activity; consideration and support of site improvements which connect the site to downtown Boston and encourage pedestrian movements; consideration of wind, shadow, and other conditions of the ground environment which will be conducive to public use and enjoyment of the park and to vessel related activity along the shoreline; and prevention of unauthorized encroachment on a waterway.

The Water-Dependent Use Sub-Committee examined a variety of harbor activities which enhance both public and water dependent uses on and near the Fan Pier site. The Sub-Committee recognized the unique waterfront character of the site, and sought to identify activities which celebrate the harbor and acknowledge the relationship between land and water activities.

The Sub-Committee recommends a mix of water-dependent and recreational uses which address the need for much-desired public docking space to bring people to the site, proposes dedicated water-dependent uses which add new kinds of activities to the waterfront, and proposes water's edge functions that complement the open space/ park and interior public spaces for the site.

KEY RECOMMENDATIONS

The Sub-Committee identified the following objectives:

Development of a variety of water-dependent uses which will attract residents, workers, and tourists to the site.

Development of a quality, inviting waterfront and open spaces which provide active and passive recreational opportunities on this critically important site on Boston's Inner Harbor. Activities including but not limited to fishing, interpretative uses, environmental education, and passive enjoyment shall be accommodated

Planning for water-dependent uses should be done in the context of existing and anticipated uses in the Fort Point Channel and Inner Harbor, taking into account Rowes Wharf, possible re-use of the Old Northern Avenue Bridge, and the Central Artery dock in the Fort Point Channel, as a component of a regional water-transportation system, and with links to the proposed new transit station near the site.

Water-dependent uses and related facilities at this site should be accessible to all individuals, including those with disabilities.

Plans for water-dependent uses should be flexible enough to accommodate a diversity

of vessel types, and should not preclude future expansion and/or reconfiguration of docking structures.

The design of features to facilitate pedestrian access and movement along the perimeter of the site should be in accordance with the City of Boston's Harborwalk guidelines and zoning.

Water dependent uses should be developed in concert with park and open space uses and interior public space uses, to provide for enjoyment both of the land side and the water, and to provide a seamless transition between building, open spaces, and the water sheet, while promoting broad public usage of the site.

PROGRAM: WATER-DEPENDENT USES

The Decision notes that "approximately \$1.6 million will be expended in connection with the construction of a new pier to replace the existing pier" and to outfit the shoreline with fender piles, tie-up cleats, and bollards to accommodate short-term berthing by ships and other large vessels.

The Sub-Committee recommends that, as a minimum, consistent with the Decision, funds be expended to construct a replacement pier, and that a dolphin/pile system be constructed to accommodate the following types of vessels:

General Water Transportation

Small private boats that would use the public landing to be built at the site, for touch and go uses, typically with a docking time of not more than a few minutes;

Small water transportation boats which have a scheduled service and a typical capacity of 30-40 passengers such as ferries to the airport, water taxis, inner-harbor shuttles, and cultural loop service.



Tall Ships visit Boston

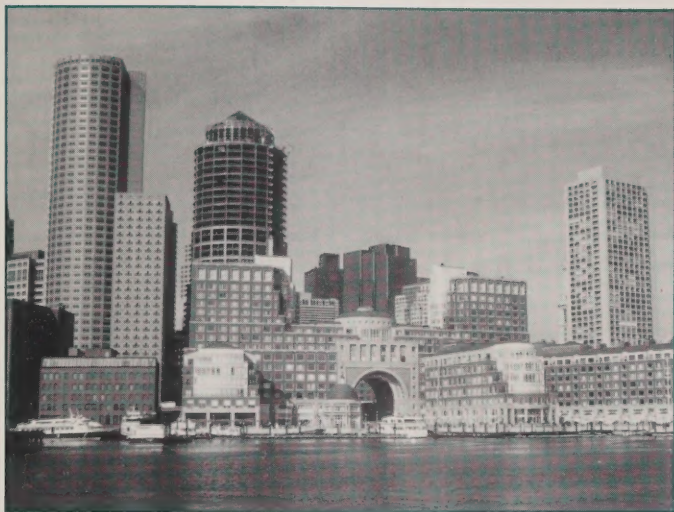
Larger water transportation boats with scheduled services and which have a typical capacity of over 250 passengers, such as special excursion and charter vessels (e.g., whale watch), and harbor island ferries.

Visiting vessels like tall ships, small naval vessels, special interest vessels which would require a temporary berth for visitor boarding.

At this time, the Sub-Committee does not recommend commuter operations, such as Hingham-Boston service, at this site. We believe that other sites may be more appropriate for commuter use, and recommend that the Fan Pier site be used primarily for tourist and visitor usage.

Continuation of Existing Excursion Service

Consistent with the Record of Decision, the Sub-Committee recommends that excursion boat use be resumed at the new dock facilities upon completion of the Courthouse construction. The Sub-Committee has determined that there is no alternative vessel-related use that would accommodate a significantly higher degree of public water-based activity and, therefore, priority should be given to making arrangements for a program of excursion services to the public.



View from Fan Pier

Such program should include, but not be limited to, regularly scheduled educational tours of the working waterfront which highlight its history and contemporary operations, in keeping with the theme of celebrating maritime commerce, and excursions which focus on the harbor environment. Such tours should have supporting informational and educational programs located at the proposed visitors center. A fund to provide initial working capital for development of these water-based tour programs should be established.

To provide support for initiation of excursions highlighting the contemporary working waterfront, the Sub-Committee recommends that the Federal Services Administration solicit the assistance of the Massachusetts Port Authority, General Ship Corporation, and the Boston Shipping Association in designing such a program.

Needs of Citizen-based, Non-profit Organizations

A dedicated length of pier should be reserved to provide two permanent berths for a citizen-based, non-profit organization engaged in water pollution control, public education about Boston Harbor, citizen stewardship, or other similar citizen-based effort to improve Boston Harbor for the general public good. No more than a nominal annual docking fee should be charged by the organization.

The Sub-Committee recommends the inclusion of the Bay Keeper-like concept at this site. Aside from the dedicated pier space, the Bay Keeper-like concept will also require minimal office space for a desk, phone, computer, and information area, as well as use of the Visitor Center Auditorium for educational programs and volunteer orientation.

It is our understanding that at least one citizen-based group, Save the Harbor/Save the Bay, has prepared a funding proposal to explore the feasibility of a Bay Keeper-like concept at this site. A fund should be established to provide initial working capital for implementation of the concept. We support efforts to solicit private foundation funding for long-term implementation of such a program.

Recreational Use Needs

The water's edge of the site should be designed to provide the opportunity for the following activities:

Sections of the water's edge should be reserved for viewing areas which are not obstructed by continuous docking of vessels. Views of the City and of the downtown skyline and of the harbor should be accessible from these areas.

Fishing should be accommodated at the site, although informally to allow maximum opportunities for young people and community residents to utilize the site.

The unique location of the site and the availability of a continuous edge along the water provide an opportunity for the quiet enjoyment of Boston Harbor and its environs. Binocular stands, interpretative exhibits, and educational classroom opportunities shall be provided to enhance public enjoyment and use along the harbor.

Uses of Water Sheet

The wide expanse of the water sheet adjacent to the site has the potential for activities which could be accommodated next to the site perimeter. For example, boats and barges with special displays could be docked along side on both a temporary or permanent basis. However, because this would extend the public realm out further into the water and may potentially interfere with navigation, care must be taken to be sure that safety navigation, and environmental impacts have been closely considered. The desire for a fully activated waterfront does not preclude nor should it interfere with trade and commerce in the harbor. In addition, because these new activities would extend the public realm into the harbor; particular emphasis on the examination of environmental impacts to the basin and inner harbor needs to be fully addressed.

Art Opportunities

Just as there are dramatic views of the harbor from the edge of the site, passing vessels and adjacent sites like Rows Wharf in turn look onto the Courthouse site. The continuous solid expanse of the granite block sea wall that borders the site above the water level offers itself as a canvas for creative art work. In conjunction with the overall arts program for the public realm of the Courthouse, ideas should be explored for such a purpose.

Other Uses

The Sub-Committee considered and decided that the following uses were not feasible or desirable for this site:

Swimming- due to potential safety conflicts with water transit

-Marina, sailing and other private boat clubs- due to wave action and potential for undue privatization

Direct contact with the water through steps that descend to the intertidal water levels due to potential safety problems.

FULLY ACTIVATED WATERFRONT AT THE FEDERAL COURTHOUSE SITE

The Water-Dependent Use Sub-Committee, throughout its deliberations, has sought a fully-activated waterfront consistent with plans for the surrounding harbor and adjoining park being developed under the aegis of the Park Design Sub-Committee.

A fully activated waterfront would provide residents, workers, and visitors the experience of being close to the water, enjoyment of the dynamic views that the Fan Pier affords of Downtown Boston, promote use of the public spaces and water sheet activities surrounding lower Rowes Wharf, Central Wharf, and Long Wharf, and foster a greater appreciation of the working waterfront in East Boston and South Boston where ships and goods from all over the world enter Boston. A fully activated waterfront at this site will increase public use, including providing a means for a variety of vessels to dock in a safe location with shore side facilities that support their use and facilitate access to the vessels.

During its initial deliberations, the Sub-Committee had a vision for the waterfront that was consistent with and maintained the major physical waterfront elements of the site as it exists today. These elements include a sweeping, unbroken waterfront that defines the beginning of the inner harbor; an uninterrupted water sheet; and a waterfront whose length is impacted in a variety of ways by the combination of wind, wake and waves.

Initially, the Sub-Committee worked within the constraints of the local marine environment, which is subject to significant wave and wake action. Areas nearest the Fort Point Channel are the most protected from the intense wave action that impinges the

site. As one moves away from the Northern Avenue Bridge along the perimeter of the site, the wave action becomes more intense. As a result, the initial vision for this waterfront placed smaller vessels in the most protected areas, i.e., closest to the Fort Point Channel, with larger vessels in areas subjected to greater wake and wave action.

As the Sub-Committee's deliberations continued, several proposals for significantly increasing activation of the waterfront were put forth. As discussions continued, it became



Proposed Courthouse at Fan Pier at the mouth of Fort Point Channel

clear that the possibilities were endless and well beyond the time and resource constraints of the Sub-Committee.

The Sub-Committee recognizes the strong opportunities posed by such proposals, even as significant questions about them remain unresolved. The discussions on water dependent uses have reinforced the belief that more time and resources are required to develop a comprehensive vision for this portion of the Harbor.

The Sub-Committee supports moving forward with funding requests for both its initial pier configuration concept and the feasibility analysis, design, and ultimate implementation of a fully-activated waterfront.

Initial Pier Configuration Concept

Working within the existing constraints of the site, the Sub-Committee considered both a pier arrangement parallel to the curve of the site as well as one with pier perpendicular or radial to the site's edge. The initial concept incorporates a combination of these configurations, in an effort to optimize available pier linear footage for docking as well as to ensure sufficient room for boats of varying sizes to maneuver.

Any pier configuration that is built must have the flexibility to allow for possible future expansion and reconfiguration without any substantial costs.

The Sub-Committee's initial recommendation is for floating piers, which provide the maximum flexibility necessary to also accommodate potential re-use of the Old Northern Avenue Bridge or development at the east end of the Fan Pier.

Radial Pier Area (Piers A, B and C)

This consists of three finger piers, each of about a length of a 160 feet radiating out from a parallel pier of a total length of approximately 240 feet. The activities within this pier area will be located through a management plan that minimizes user conflict and provides the best access and facilities for each service.

Access provided to the water sheet via a floating dock structure which would accommodate public landing for touch and go use. Approximate dedicated berth length of about 250 feet.

Permanent location for the vessel related to the Non-Profit entity assigned to the site.

An area of the floating dock structure would be dedicated for use of small water transportation vessels including cultural services like the ferry to the airport, inner-harbor shuttle and water taxis. In general, the vessels which currently operate in the Boston harbor providing these services are 40 feet or less in length. Dedicated excursion tours which originate from this site will be located on this pier. Proposed berthing length is about 320 feet.

An area of the floating dock structure would be dedicated to passenger pick-up and discharge for vessels in the 100 foot length range, accommodating such uses as excursion and charter vessels and harbor island ferries. The entire pier docking length of over 320 feet would be made available for this purpose.

Area D

[Fender piles would be installed to berth ships during special events like a Tall Ship event.]

This section would not be programmed for any regular berthing activity to ensure a view corridor unobstructed by vessels. Approximate linear footage of this berthing edge would be about 180 feet.

Area E

Area E would be equipped with a fender system or a fender/dolphin system of approximately 160 feet in length which could provide berthing for vessels up to 200 feet in length. This berth may be utilized as a temporary layover berth for visiting vessels, special interest boats, smaller Tall Ships and the like.

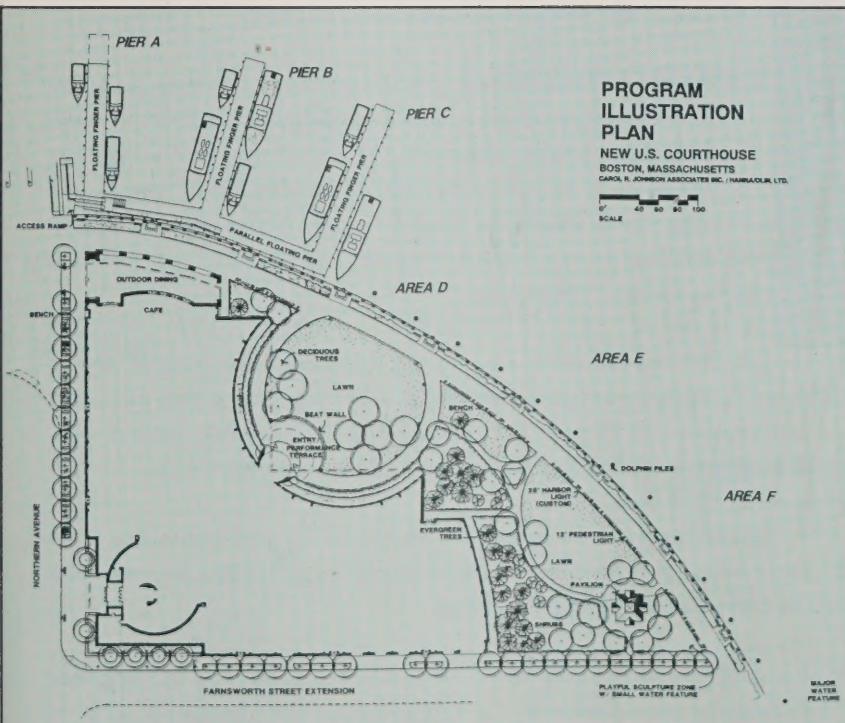
Area F

This area would provide fenders and/or fender dolphins with a slip length of approximately 240 linear feet and provide a transient berth for visiting vessels such as Tall

Ships, smaller U.S. Navy ships, and other special interest vessels which may visit the harbor. Since berthing in Area F will block the unique views of the Inner Harbor for East Park users, Area F should be used rarely and only for special occasions.

Pier Design

According to current plans the project proponents will rebuild the dock over the existing cut adjacent to the Northern Avenue Bridge. This structure will be a concrete slab supported by concrete piles. No filling will be necessary. The slab will be covered by paving defining the harborwalk promenade which continues along the entire water's edge perimeter of the site. The dock itself would cost approximately \$1 million out of the current \$1.6 million budget for water-dependent uses.



As described above, a floating dock system of parallel and finger piers will be located in this area. The precise details of the sloped access way to this floating structure should allow for handicapped accessibility standards according to the regulations promulgated by the Massachusetts Architectural Access Board consistent with ADA requirements. Access to the water sheet from this dock will provide an opportunity to expand the floating dock system to other areas in the vicinity. The design is complicated by the fact that this section of the site is also the prime entrance area for pedestrian traffic from the bridge and an inappropriately placed floating dock access point may affect navigation.

Additional Proposals for A Fully Activated Waterfront

The pier configuration concept previously described is designed in response to several factors: the configuration must accommodate the existing wave action conditions at the site, the components are intended to meet (at a minimum) current boating needs at the site, and the pier configuration would be flexible enough to allow reconfiguration and expansion in response to emerging plans for reuse of the Old Northern Avenue Bridge or adjoining sites as they are finalized.

Rather than constrain development of berthing facilities in response to prevailing wave conditions in the Fort Point Channel area, new proposed scenarios suggest that the site could be physically altered to change the major waterfront elements, expand the program of uses, and after the vision for this portion of the Harbor. For example, if future demands indicate a need for more berths at the channel mouth this could be accomplished by the addition of a wave attenuation structure or structures.

One proposal seeks to create sufficient calm and a new basin in the Fort Point Channel mouth area to allow a multitude of piers and slips for vessels of all sizes. Smaller vessels would be berthed near the Old Northern Avenue Bridge (the only area of protection existing without wave attenuation), thereby reducing the potential for vessel conflict. A public dock for touch and go use by community residents and the general public would be incorporated into the design.

The Sub-Committee recognizes that this concept raises questions concerning navigation, safety, water quality, uninterrupted vistas of the water sheet, and integration with the park. Yet, the possibilities for a more fully activated waterfront through these concepts are substantial and merit serious consideration.

In addition, suggestions for expansion of Harborwalk on adjacent properties at this time (as opposed to when development ultimately occurs on those properties) have also been presented to the Sub-Committee.

The discussions on water dependent uses have reinforced the belief that more time and resources are required to develop a comprehensive vision for this portion of the



Drawing of Harborwalk at Fan Pier
and at Waterfront Park, Long Wharf

Harbor. As such, the Sub-Committee supports the inclusion of up to \$10 million in the project budget to conduct planning and feasibility analysis, design, and, should an appropriate concept be selected, implementation to fully activate the waterfront.

HARBORWALK DESIGN RECOMMENDATIONS

The Fan Pier site is one element of the continuous Harborwalk system that defines the edge of Boston Harbor. It serves as a key link between the downtown waterfront and Castle Island in South Boston.

While the design character of this perimeter promenade has been described in detail in the Public Open Spaces section of this report, the following key elements are worth mentioning here:

In addition to the 8-10 foot vessel-support area immediately along the edge (including the surface of the existing granite sea wall), an unobstructed pedestrian walk way of at least a 20 foot width will be built along the site's curved edge.

The edge along the walkway should be designed so as to accommodate any gangways that would access to docked boats as well as serve as a safety zone. The promenade should have a paving finish which continues along its entire length, and shall be of sufficient strength to support emergency vehicles. The Harborwalk, as described here and in the Public Open Space section with its land and water components, shall continue on the adjacent properties. In addition to lighting and seating, elements along this walk way should be the many viewing features mentioned in the program recommendations, but placed so as to co-exist with continuous pedestrian movement. The nature of the transition into the park area should be a key consideration in the design.

OLD NORTHERN AVENUE BRIDGE

The Water-Dependent Use Sub-Committee spent several meetings, beginning in February, discussing the re-use of the Old Northern Avenue Bridge. The Sub-Committee believes that re-use of the Bridge will enhance water-dependent and other uses at the site and will enliven the site by attracting many more visitors by linking the Fan Pier with the business district. The Sub-Committee discussed in detail whether the Bridge should be in an open or closed position. It was the sense of the members that, whatever option is selected, there should be no significant reduction in the clearance of the Channel (horizontal and vertical) to accommodate navigational activities.

The Sub-Committee recommends that funding be actively pursued for the re-use of the Bridge in concert with the development of the

Federal Courthouse. The Boston Redevelopment Authority has indicated that costs for the re-use of the Bridge will be approximately \$10 million.

(Please refer to the Context chapter of this report for a detailed recommendation in relation to the Bridge)

LAND SIDE NEEDS TO ACCOMMODATE WATER-DEPENDENT USES

Water-dependent uses require a land-based component in order to operate effectively. The Sub-Committee identified several land-based components: a waiting and ticketing area for water transit and excursion passengers; office space for maritime staff, Bay Keeper-like staff and boat operators; storage space; and bus drop off and bus waiting area.

The Record of Decision states that “approximately 900 s.f. will be provided in the arcade/dock area for a ticketing or other accessory activity associated with a water transportation service or other vessel-related use.”

Having reviewed comparable operations elsewhere in the Harbor, the waiting and ticketing area needs to be large enough to allow for easy passenger flow, have seating areas (separate from ticket counters, if possible), ticketing space, rest rooms, brochure racks, and vending machines for newspapers, beverages, and snacks. The Sub-Committee recommends a minimum of 2000-2500 s.f. be made available for these functions.

The rest rooms need to be in the ticketing and waiting area, not in adjacent space, to ensure adequate supervision and security. These rest rooms must be available during the hours of operation, including evenings, weekends, and holidays when excursion vessels or water shuttles will be bringing passengers to and from the site.

At present, the building design does not provide office space for boat operators. Further efforts should be made to identify such space as the overall building program continues to evolve.

Aside from the waiting/ticketing area, internal space of approximately 200 square feet is needed for staff, including a maritime manager and dockmaster as well as seasonal or full time dockhands. Also needed is accessory equipment and facilities for effective operation of the dock, such as gangways, seasonal kiosks, debris removal devices, and so forth.

As indicated in a previous section, the Bay Keeper-like concept will require minimal office space, as well as access to the Visitor Center Auditorium for educational programs when the room is not in use for juries.

Storage space for maritime operations will be needed. Boat operators need some space to store surplus tables, chairs, provisions. Also, space needs to be provided for marina supplies, equipment, tools, fenders, paint, etc.

Safety ladders along the shoreline walkway should be provided.

Typically, a majority of excursion passengers will come to the site via chartered buses. The street design must accommodate drop-off and pick-up, as well as parking for these buses.

MANAGEMENT AND OPERATION

Given the diversity of water-dependent uses anticipated for the site, **the development of a management plan is critical to the final success of any design plan. Such a plan should identify arrangements for providing water dependent uses and excursion services and other uses, for programming of the docks, for implementation of a Bay Keeper-like concept, and for coordination of special water-dependent uses (such as Tall Ships or other events).**

A model to manage all the public realm facilities has been detailed in another chapter. This Sub-Committee supports the basic premise of that model that one management entity be responsible for both land-side and water-side activities for the Federal Courthouse project.

As a condition of any management contract, the management entity must demonstrate that it will have staff with expertise and familiarity with water-dependent uses. At a minimum, a maritime manager who manages water-dependent uses (e.g., the scheduling of berths, maintenance activities, etc.), and a dock master who provides a presence on the waterfront to monitor its daily functioning must be assigned.

Infrastructure support is needed on the site. Water lines and conduits for power lines should be integrated within the construction of the park and HarborWalk areas. Minimal servicing is required at this site, since it is anticipated that most vessels will be serviced at other existing facilities in the Harbor.

OTHER ISSUES

The Water Dependent Sub-Committee identified wind and wave impacts as conditions on the site which may adversely affect vessel-related activities along the shoreline. Both Objectives 3 and 7 of the GSA Record of Decision/EOEA-CZM Decision called on the Sub-Committee to explore ways to minimize these adverse impacts.

The pier configuration minimizes wave actions to passenger vessels to the extent feasible by putting these vessels closest to the Fort Point Channel, the most sheltered part of the site. The Sub-Committee was not able to suggest ways to minimize the impact of wave action on larger vessels, although such vessels, by their sheer size, are better able to withstand wave action.

The Sub-Committee did not have sufficient time or resources to examine ways of minimizing wind impacts during any season in which commercial passenger vessel activity occurs. There continues to be a need to have further analysis in the form of wind-tunnel testing of the final building design and location, using the hot-wire method used in previous testing referred to in the FEIS. Mitigation should occur if sufficient users are to be attracted to the site.

Public Art Policy

The Task Force envisions the public art program as a vehicle by which many of its recommendations will come to life.

Permanent works of art incorporated into the built and natural environments will attract, inform and direct visitors. Indeed, the Task Force recognizes that it may well be the role of public art to provide cohesion to the public realm of the Courthouse project.

The Task Force recognizes the powerful presence of the view of downtown Boston, the presence of the waterfront, and the architectural statement of the Courthouse itself, and recommends that the public art program be developed to give focus to these strong elements, while also creating an identity for the public realm of the Courthouse project.

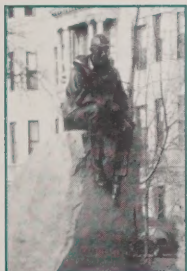
In keeping with the stated policy of the GSA, as outlined in their Art-in-Architecture Procedure, the Task Force emphasizes the need for commissioned work(s) of fine art be “incorporated as an integral part” of the overall physical program for the new Federal Courthouse, including interior and exterior sites of the building and adjacent park.

General recommendations:

The public art program, funded by both the GSA federally mandated Art-in-Architecture allowance and the incremental budget, will lend cohesion to the interior and exterior spaces of the Courthouse and to future programming of public realm spaces by inviting artist(s) to collaborate with design professionals in the creation of specific indoor and outdoor works of art. The interior and exterior design concepts provide opportunities which include but are not limited to temporary exhibition space, permanent exhibition spaces such as the ship watch area, play and water features and interpretive imagery and text.

In addition to permanent installations, the concept of public art should include:

- the commission and/or purchase of temporary art during construction and following completion of the project;
- the design and presentation of special exhibitions and festivals
- the production and distribution of descriptive written materials.



Examples of Public Art around Boston and surrounding areas

Key recommendations:

1. One member of the present Task Force should be invited to join the formal GSA Public Art Selection Committee which will determine how the already allocated \$800,000 for public art is to be expended. The Task Force also feels that an artist or art professional with recognized experience in public art needs to be a member of this committee.
2. A separate selection process, as outlined in this arts policy section, must be established to provide guidance in the expenditure of the incremental arts budget of \$2,000,000.
3. The emphasis of the incremental \$2,000,000 arts budget will be on the parkland. After \$400,000 is retained to provide consultant and support services in the selection process(es), the remainder will be divided in an 85/15% split for parkland/building uses. These figures are reflected in the incremental budget under park design (\$1,360,000), interior art (\$240,000), and management (\$400,000).
4. The Task Force feels that an artist should join the landscape architectural team as the design of the parkland continues further in order to ensure that art is incorporated as an integral part of the overall physical program. It is envisioned that a fine artist will collaborate with the landscape architectural team in the design development phase to conceptually integrate art throughout the park as well as plan individual pieces.

GSA-Initiated Public Art Selection Committee

The Task Force agrees in principle with the process for selection of public art as outlined in U.S. General Services Administration Art-in-Architecture Program Procedures. One member of the Task Force to sit on this selection committee to provide insight into the task force policy and into the immediate residential and artists communities, as well as assist the selection committee in all of its deliberations.

Incremental budget for public art

The program which has grown out of the Task Force's deliberations presents unique challenges and opportunities for developing a comprehensive public art program which will help give cohesion to the dual (courthouse and public realm) uses of the project. Educational, aesthetic and functional purpose can all be achieved through a carefully conceived and well balanced overall public art plan that would have potential application for public open space, water dependent uses, and interior public spaces of the Courthouse project. In addition, a comprehensive public art plan will give direction for larger contextual applications, establish ongoing relationships with neighboring cultural institutions and help to define opportunities for aspects of the Central Artery/Tunnel public art initiative which would themselves enhance the public art efforts at the Courthouse site.

A productive exchange has already taken place between the many parties involved with the creation of the new Courthouse — the Judges, the GSA, and the business, artists and residential communities. Care must be taken to ensure a continuing coalition working in the public interest within the Fan Pier/Harborwalk Community.

Recommended selection process for incremental budget

In the spirit of GSA's public policy for "support, involvement, and approval" of local citizens and recognizing the numerous national models for a two tiered process for the selection of public art, the Task Force recommends that a "Citizens Advisory Board" be established to work with a newly formed Public Art Selection Committee in the implementation of incremental budget artwork for the project. The recommended process proposes to utilize the new Public Art Selection Committee in partnership with the Citizens Advisory Board. Such a process is a nationally accepted model, developed to ensure that public art is not only of the highest quality but is also responsive to the needs and objectives of local citizens.

In the envisioned process, the new Public Art Selection Committee would function in a fashion similar to that outlined in the GSA Art-in-Architecture Program Procedures as well as other nationally accepted models, with additional strength of local input to ensure that the public art program is responsive to the particular issues and concerns of the citizens, within the context and constraints of a working courthouse.

Activities of the Citizens Advisory Board will include:

- Designation of members to serve on citizens' advisory board in the expenditure of the proposed incremental budget of \$2,000,000. NOTE: As detailed elsewhere, at least one member of the Task Force should be appointed to the GSA selection committee which will advise on the already appropriated \$800,000. In turn, one member of the GSA selection committee should be appointed to the new Public Art Selection Committee.
- Presentation of names of artists for consideration by new Public Art Selection Committee.
- Working with professional public art/curatorial consultant(s), this group will develop an overall Public Art Plan for the project, will designate as appropriate selection committees for curating/selecting public art for public open space and, to a lesser extent, interior spaces, and will monitor an ongoing Public Art Program for the Courthouse, including temporary exhibitions and installations of work by local artists, special events, purchases and commissions as deemed appropriate.
- Review at each stage of the selection process. In the soliciting of artists' work for exhibition, purchase or commission, through a variety of methods, the group will ensure that notice of availability of opportunity will go to Boston arts community as

well as the national arts community. Methods may include open competitions, limited competitions, invitation or direct purchase.

Conclusion

In making its recommendations for public art, the Task Force wishes to establish a process for selection of art funded through an incremental budget which will easily coordinate with the GSA-mandated process. It is the intention of the Task Force that all public art serve to give cohesion to the overall project, which will ensure a balance between the presence of historic, archival, didactic materials and contemporary, commissioned works of fine art and which will ultimately fully explore and realize the unique educational and aesthetic opportunities inherent in this project.



Boston has a rich tradition of public art as is evidenced by this, The Shaw Memorial, by Augustus St. Gaudens. On Boston Common facing Beacon Street.

PUBLIC PROGRAM MANAGEMENT AND OPERATIONS

Introduction

The success of the public realm both inside the Courthouse and outside in the park, on the waterfront, and in the immediate Fort Point Channel precinct, will depend not only on the capital improvements made, but on how well management and operations is performed.

The Task Force, in describing function and program for the public realm, has assumed that adequate staffing will be available for providing visitor services and will be accommodated within the building areas allotted for this management. The management team for the public realm must be developed as the final construction detailing is being done so that the building works well for these service providers.

In addition to the management team, there is a need for an entity to be established which will set and monitor public policy. Theoretically this entity would be made up of representatives of the residential and business communities, city and state agencies, the Federal Judges and the Courts, the GSA and others deemed appropriate. The board would have no daily operational duties, but serve as a forum for settlement of disputes having to do with the public realm.

It is recommended that the GSA develop a master contract to provide for visitor services including but not limited to temporary exhibits and performances, exhibitions, scheduling the use of public rooms, and ongoing program of education, tours, etc. in addition to the provision of maintenance and landscaping services, operation of food services, management of maritime functions including a ticket office, and general administration of the public functions of the building. The contract decision should be based on the quality and experience of the operator and his ability to provide these public realm services as demonstrated through a proposal for the first year's program. The term of the contract must be sufficient to allow selected contractor the ability to invest and participate in the success of the public realm portions of the project.

The management team, the policy board, and the master contract are proposed as concepts which must be further explored and developed. The incremental budget provides for the funding of this activity to take place during the years prior to the opening of the new Courthouse.

Outline of proposed staffing needs

While final determination on numbers of operating staff cannot be determined until the full public realm program is evidenced, the Task Force outlines below those functions which it has already identified as necessary. It cannot determine at this time what additional support staff in each of these areas will be necessary. These positions may either be furnished through the master contract or, as with the curatorial staff, through the operating budgets of either the Courts or the GSA:

Management of public realm: The public realm manager will be responsible for all visitor services including information center on the second level, tours, permanent exhibits, temporary exhibits and performances, printed information, etc. Will coordinate with maritime manager and court curator.

During the latter part of the Task Force process the opportunity of utilizing the National Park Service was introduced. The Task Force believes that this is an opportunity which has great promise and should be fully explored, particularly as it relates to the provision of visitor services.

Court curator: Working directly for the Courts, the court curator would be responsible for the permanent and temporary art and exhibit collection of the courthouse. In coordination with the manager of the public realm, this manager would provide for the scheduling, display, and supportive interpretation of this collection to enhance the two themes of courthouse.

Maritime manager: The maritime manager will have expertise in maritime-related operations and will focus her/his attention on the management and maintenance of piers and the scheduling of the visiting ships as prescribed by the policy board. In addition to these basic functions he/she will manage the ticket office, coordinate services necessary to support a Bay Keeper-like concept and volunteer water enthusiasts, and solicit and promote use of the water sheet in and around the Fan Pier. Management analysis should make use of the considerable data collected by the task force on the operations of Boston waterfront operations.

BUDGET TO ENHANCE THE PUBLIC REALM

The Federal Courthouse Special Task Force was established under the auspices of the Fort Point Channel CAC to recommend improvements to the public realm portions of the courthouse proposed for Fan Pier, South Boston. These envisioned improvements were outlined in the "Record of Decision" dated November 1992. It was assumed that the Task Force would, as part of its mandate, identify incremental capital cost implications of the recommendations. However, these incremental capital costs should be considered to be part of the comprehensive recommendation package and may be funded through a variety of sources.

Three working sub-committees of the Task Force addressed park design, interior uses, and water-dependent uses. In the development of the recommendations with regard to these three general areas two additional areas of concern were identified at the outset:

Public Realm Budget Summary

Project Related Costs

<i>Interior Uses</i>	<i>\$ 1,865,000</i>
<i>Park Design</i>	<i>\$ 3,550,000</i>
<i>Water Dependent Uses</i>	<i>\$ 1,405,000</i>
<i>Administration and Management</i>	<i>\$ 1,650,000</i>
PROJECT RELATED COSTS	\$ 8,470,000

This represents an increase of 4% of the total budget of \$225,000,000 that has been allocated for the project so far.

Contextual Infrastructure Related Costs

<i>Northern Avenue Bridge</i>	<i>\$ 10,500,000</i>
<i>Other Public Improvements</i>	<i>\$ 10,000,000</i>
<i>Activated Waterfront</i>	<i>\$ 10,000,000</i>

- The success of the public realm of the courthouse will depend on how it is managed. From the curating of the temporary and permanent collections of the courthouse to scheduling of visiting ships, from a well run restaurant to clean bathrooms or a creative greeting for visitors, this management will depend upon a complex of skills. The GSA has expressed interest in the development of a master lease for the provision of services including temporary exhibitions and performances; visitor services; the operation of the restaurant, cafe, and functions; interior and exterior maintenance; inside and outside public space management; and maritime functions. While some of the proposed activities may provide revenue streams, others will required subsidy.

- The success of the design of the U.S. Federal Courthouse will depend not only on the refinement of its own design but upon the completion of the neighborhood in which it is being situated. The reuse of the Northern Avenue Bridge; a street grid pattern which facilitates pedestrian and vehicular circulation, view corridors, and commercial activity; developments directly abutting and across the street; and use of the water sheet in the immediate areas to promote all forms of water transportation are some examples of work to be completed. Certain of these projects are included as part of this package because they will require public subsidy to trigger private investment. The budget items which follow include Courthouse project related costs as well as

PROJECT RELATED COSTS

INTERIOR USES FACILITIES COSTS

The Jury Assembly Room, the Lounge immediately adjacent, and the area identified as Temporary Exhibit Area are to function when not in use for the courts as a Visitor Center. The Jury Assembly Room will also be used for community meetings; theatrical and musical performances; annual meetings; lecture series; and the like:

Auditorium/Jury Assembly Room \$ 200,000

This room will require additional acoustical accommodation to allow for musical and theatrical performances. It will require adjustable lights and a small moveable stage. A speaker's dais and flexible microphones for panel discussions on the stage will be required. The room will require the capability to show rear projection video on large screens. Radio and telecommunications hookups will be provided as necessary to accommodate real-time programming associated with the shipwatch station.

Permanent Exhibit Area/Lounge \$ 750,000

The permanent exhibit area will provide the central core of the Visitor Center's permanent display and will include installations such as a "ship watch station" to allow enhanced viewing of the harbor with interpretation and identification of shipping. The permanent exhibit will also contain educational installations focused on federal jurisprudence. This lounge should allow seating for jurors and visitors alike, on a feasible and informal basis. 2500 s.f. at \$300/ sf (estimate)

Lobby/Central Exhibition \$ 250,000

The central section of the lobby (but out of the main circulation flows on both sides of the stairway to the park) is proposed as a temporary exhibit area. This area must be supplied with provisions to install/hang panels, special lighting, cables to hook computer terminals, and other electronic equipment. A modular i.e. flexible exhibit structure will be required to install visiting exhibitions. Storage will be needed for this structure when not in use.

Information Desk \$ 25,000

The information desk should provide a station for a docent, a pc, and telephone. These functions should be hidden when not in use.

Additional exhibitry \$ 250,000

Exhibitry which articulates the theme of jurisprudence and the maritime will exist in locations throughout the Courthouse other than the Visitor Center.

<i>Public Arts Budget - Interior Restaurant</i>	<i>\$ 240,000 Included in Initial Budget</i>
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The Committee supports a flexible food service which can be a cafeteria, restaurant or function caterer. The food service consultant must work early with the management operator to ensure maximum utility.

<i>Lobby, Floors 3, 5, 7</i>	<i>\$ 150,000</i>
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The public lobbies on Floors 3, 5, and 7 should be prepared to house permanent art work or interpretive displays. Allowance for supplying the furniture, supplementary electrical and lighting is set here at \$50,000 per floor.

<i>Northern Avenue Entrance</i>	<i>Included in Initial Budget</i>
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The design of the primary entrance to the building from Northern Avenue and the passage ways which lead to the elevator and park entrance on the ground level continues to develop. The task force has reviewed these designs and supports the work to date. It presently is programmed to include information services and a news stand operated by the Commission for the Blind.

<i>Park Entrance</i>	<i>Included in Initial Budget</i>
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Considerable discussion has taken place around an improved entrance and passage way between the park and the second floor. Underlying mechanical rooms must be lowered by 3 to 4 feet to accommodate the new park concept, in particularly the circular walk ways (\$400,000). The enlarged entrance and public space accounts for the remaining \$500,000. An additional elevator was discussed and rejected as unnecessary.

PARK DESIGN COSTS

<i>Lawns, trees, paving and furniture</i>	<i>Included in Initial Budget</i>
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The initial proposal included a full complement of these items. The new conceptual drawings under review will decrease the amount of paved area. The initial budget allotments and as a result will be about the same.

<i>Pavilion</i>	<i>\$ 700,000</i>
<i>Play Sculpture</i>	<i>\$ 250,000</i>
<i>Water Feature(s)</i>	<i>\$ 500,000</i>
<i>Interpretive Exhibits and Signage</i>	<i>\$ 500,000</i>
<i>Public Art Budget-Park</i>	<i>\$ 1,360,000</i>

A total incremental budget of \$2 million for public art is the recommendation of the Task Force. Of this total, \$400,000 has been allocated to provide process and administration costs. The remaining 1.6 million is divided into 15% for Interior and 85% for Park uses.

<i>Design Development Costs (12% of incremental park budget)</i>	<i>\$ 240,000</i>
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WATER-DEPENDENT USES COSTS

Pier and Floating Dock \$ 50,000

The existing pier and pilings at edge of the site near Northern Avenue Bridge will be reconstructed and a floating dock parallel to the pier will be installed. Both items were included in the original budget for park improvements. The pilings of the present proposed scheme are reconfigured from the original scheme with an incremental increase of cost reflected here.

Additional Pier Structures \$ 855,000

The three finger piers at the Northern Avenue Bridge end of the site constitute increases to the project cost. 3 piers at \$285,000/each

Access Ramp \$ 85,000

The new access ramp from the Northern Avenue Bridge to the floating piers will be an additional cost to the project.

Structures and Storage \$ 250,000

Accessory Equipment and Facilities \$ 165,000

The Task Force feels that public art will play a significant role in increasing the enjoyment of the public realm. The Task Force has hired a consultant to provide a detailed articulation of how these funds would be expended. Reflected here is the administrative costs of the public arts program.

An incremental budget of \$2,000,000 for public art is the recommendation of the Task Force. Of the \$2,000,000, \$400,000 has been allocated to provide process and administration costs. The remainder is divided into Interior/Exterior allocation in a 15/85% split.

ADMINISTRATION AND MANAGEMENT COSTS

Budget \$ 1,650,000

Creative management is considered one of the key factors of the success of the project. Between now, when the doors of the courthouse first open, and for a year beyond, detailed planning must be done to ensure that all the activities that are envisioned in the final recommendations will be implemented. Details of the operation of the restaurant, the curating of the temporary and permanent collections of the courthouse, visitor services and programs, etc. must be addressed by staff and management, art, and other consultants. Programming materials must be prepared. The formation of a public/private organization and policy and advisory boards necessary for the ongoing

management are also a part of these activities. The funding of these activities over a four year period might generally be considered as operating costs, but it is felt that they might fall between funding cracks unless they were capitalized at this time.

\$250,000/ year for four years to support management development

\$250,000 seed grant to promote water dependent uses special public interest

CONTEXTUAL INFRASTRUCTURE- RELATED COSTS

The following issue/projects will have an impact on the success of the U.S. Federal Courthouse. These concerns will be addressed in the final report of the Task Force. These projects are clearly outside the existing Courthouse construction scope per se, but should be packaged with it to provide a full view of the economic needs of the project.

Northern Avenue Bridge

\$ 10,000,000

The development of Old Northern Avenue Bridge as a preserved pedestrian link between downtown Boston and the Fort Point Channel district is critical to physically continuing Harborwalk toward South Boston. Equally important, particularly to the Water-Dependent Uses Sub-Committee, is the need to maintain a navigational channel to the Fort Point Channel water sheet. The implementation of the Harborwalk concept has been a City policy for decades and links the diverse activity nodes along Boston harbor into a single pedestrian way. Continuity of these pedestrian and navigational links will be critical to the creation of an active public realm at the Courthouse. Infrastructure repairs to rehabilitate the bridge for its reuse and to make it attractive for private development as a maritime center have been included here as an approximate figure.

Northern Avenue Bridge Apron

\$ 500,000

Section of roadway between approach to Northern Avenue Bridge, Sleeper Street, end of proposed Old Northern Avenue, and U.S. Federal Courthouse must be finished to connect the Courthouse into the continuing Harborwalk over the Old Northern Avenue Bridge and along Fort Point Channel.

Other Public Improvements:

\$ 10,000,000

Farnsworth Street Extension (MBTA to Courthouse): The Courthouse must have a direct physical and visual pedestrian link to the proposed new MBTA headhouses. This direct link must be made by the time the Courthouse and the MBTA station are in operation. There are a number of ways this link can be made including through

the development review process, through purchase of an easement, through outright purchase and development.

Farnsworth Street Extension (Old N. Avenue to Water): In order to make Farnsworth Street into an inviting pedestrian way, the existing "right of way" of 50' must be widened. This may be accomplished through the development review process, through an additional easement, through outright purchase and development, etc.

Harborwalk must be completed to the end of Fan Pier by the time the Courthouse and Park are completed to ensure the continuity of the Harborwalk and Harborpark concepts.

Public improvements in the basin at the mouth of Ft. Pt. Channel, and along the Fan Pier shoreline, to promote enhanced water dependent use of the Courthouse site.

\$ 10,000,000.

The Water Dependent Use Sub-Committee has discussed methods of substantially enhancing opportunities for active use of the waterfront at the mouth of the Ft. Pt. Channel.

While further analysis is required to determine the precise nature of these enhancements and to address navigation, water quality, and safety questions related to the proposed full activation alternatives, including the addition of a wave attenuation structure, the development of a water transportation terminal at the Old Northern Avenue Bridge, or expansion of the harborwalk, it is estimated that an additional \$10,000,000 will be required. \$500,000 is needed immediately for planning and feasibility analysis.

Appendix

The Boston Globe

Monday, November 30, 1992

THE FAN PIER PARAMETERS

The most important element in the packet of documents released last week in connection with the state's approval of the proposed Fan Pier federal courthouse is the brief letter from William J. Diamond, regional director of the General Services Administration, assenting to the "project parameters" and the "public benefit commitments" that were conditions for state approval.

Both state and federal officials involved with the project have acknowledged that the state-imposed conditions are now legal requirements that must be met by the GSA in designing and constructing the courthouse-and that the GSA can be taken to court if they are not met.

The specific issue addressed by state Environmental Affairs Secretary Susan Tierney was whether the courthouse project would be consistent with Massachusetts Coastal Zone Management regulations. While the courthouse, as a federal project, was exempt from other state environmental laws and regulations, it did have to be "consistent" with state rules adopted under the federal Coastal Zone Management Law.

Massachusetts coastal zone regulations are among the nation's strictest in insisting on water-dependent uses at projects constructed on waterfront sites and on public access to the waterfront in such projects.

Since the Fan Pier project was unveiled earlier this year, community and waterfront activists have been concerned at what appeared to be a less-than-full commitment by the GSA to either water-dependent uses or public access to the site, let alone to the courthouse itself.

Tierney's "consistency" finding sets forth a number of conditions that answer virtually all those concerns. They include:

- *Design and construction of "a waterfront park of landmark caliber," including an extension of the Boston Harborwalk, to be open to the public seven days a week, 24 hours a day.

- *Inclusion inside the courthouse of an open-air cafe directly accessible from the street and a second-floor restaurant, both "available for patronage by the general public" seven days a week, including evenings.

- *Inclusion of a 7,500-square-foot museum and a 6,000-square-foot public exhibit space plus a 300-seat auditorium and lounge available for community meetings "at all times...except when needed for jury assembly purposes."

- *Construction of a \$1.6 million docking facility - on-site or adjacent to it - for commuter ferries, water shuttles or excursion ships.

And as a bit of frosting on the cake, the GSA is to provide funding for a Fan Pier task force to oversee the project that will be headed by Tierney and Boston Parks Commissioner Lawrence Dwyer.

Much, of course, needs to happen to insure the fulfillment of the GSA's legal commitments. Building and landscaping designs must be studied carefully to ensure that they comply, and sufficient funding must be secured from Congress to allow "Landmark caliber" construction. But the GSA's assent to the state's conditions are an important first step.

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